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ABSTRACT

As education reform continues among the states, the scope of federal support for education is becoming clearer. The Regents of the New York State Education Department believe that the federal government has a historically defined educational role that should be maintained and coordinated with state and local activities. The brochure outlines the Regents' education positions and proposals likely to be considered in the second session of the 101st Congress. The federal government should provide national leadership in addressing: (1) comprehensive child development; (2) academic competencies and the workplace; (3) national literacy improvement; (4) the status of the teaching profession; (5) reauthorization of the Higher Education Act; (6) improvement of underrepresented groups' educational access; (7) education research and development; (8) reauthorization of the Carl D. Perkins Vocational Education Act; (9) improvement of informational and cultural services; (10) improvement of educational and cultural opportunities for elders; (11) work transitions for disabled persons; (12) state efforts to provide appropriate educational services under the Education for All Handicapped Children Act; and (13) improvement of education for international communication and American economic competitiveness. An appendix provides a chronology of federal involvement in education. (MLH)

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FEDERAL LEGISLATION AND EDUCATION IN NEW YORK STATE

The University of the State of New York
THE STATE EDUCATION DEPARTMENT
Albany, New York 12234
February 1990

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
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FOREWORD

Our nation has two separate and unequal education systems, one for disadvantaged, largely minority students and one for everyone else. This intolerable division must be ended if we are to meet the challenges posed by demographic change within our society and increasing economic competition from without.

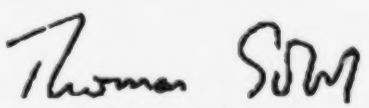
The Education Summit of 1990 set an agenda that we are compelled to pursue. The Federal government must lead by fully supporting national programs that promote educational opportunities and desirable educational outcomes for every student. Achieving these goals will require a close partnership among Federal, state, and local education agencies.

In the spirit of that partnership, we annually present to the members of Congress and the Federal Administration our analysis of key education issues and proposals for related legislation.

This 1990 edition of *Federal Legislation and Education in New York State* focuses on several issues related to assuring an equitable, high-quality education for everyone:

- Providing a good start in life through early childhood education and other child development activities.
- Expanding workplace literacy programs to include persons whose jobs now require knowledge and skills they once possessed but have lost over time through disuse.
- Developing a new National Teacher Corps and other means for increasing the number and quality of education personnel.
- Reauthorizing the Higher Education Act.
- Building a strong national education research program, especially to address educational improvement.
- Increasing educational and cultural opportunities for older Americans.

I join the members of the Board of Regents in urging our New York congressional delegation, other members of Congress, and the Administration to consider and act upon our recommendations.



Thomas Sobol

CONTENTS

	Page
Executive Summary	vii
I. The Federal Government's Role in Education	1
II. Comprehensive Child Development	5(8)*
III. Academic Competencies and the Workplace	8(12)
IV. National Literacy Improvement	12(15)
V. The Profession of Teaching	16(19)
VI. 1991 Reauthorization of the Higher Education Act: An Overview of Issues	19(22)
VII. Improving Access to Postsecondary Education for Underrepresented Groups	23(26)
VIII. Education Research and Development	27(31)
IX. Reauthorization of the Carl D. Perkins Vocational Education Act	31(36)
X. Informational and Cultural Services: Archives, Libraries, Museums, and Public Broadcasting	37(44)
XI. Educational and Cultural Opportunities for Older Americans	46(48)
XII. Transition to Work: Providing a Continuum of Services for Persons with Disabilities	49(55)
XIII. Education for all Handicapped Children	57(59)
XIV. Education for International Communication and American Economic Competitiveness	60(63)
Appendix	67

*Recommendations start on pages in parentheses.

EXECUTIVE SUMMARY
FEDERAL LEGISLATION AND EDUCATION IN NEW YORK STATE, 1990

The New York State Board of Regents presents its recommendations for Federal education programs in this brochure. The Board's positions and proposals are summarized here.

I. THE FEDERAL GOVERNMENT'S ROLE IN EDUCATION (pages 1-5)

As education reform continues among the states, the scope of Federal support for education is becoming clearer. The Regents continue to believe that the Federal government has an historically defined role to play in education that should be maintained and coordinated with state and local activities. We applaud and encourage the interest of the new Administration in education. This Federal brochure seeks to outline the Regents positions and proposals in education and related areas that are likely to be considered in the second session of the 101st Congress.

Given the evolving history of Federal involvement in education, the Regents believe the Federal government continues to be an important partner in the nation's efforts to assure educational access, equity, and quality for all students. The Regents believe the Federal role is embodied in the following priority policy areas:

- Providing opportunity for schools to succeed through targeted assistance with permitted administrative flexibility; repairing and maintaining the educational infrastructure; assuring access and equity through financial assistance.
- Developing and maintaining a skilled work force to supply the human resource needs of the economy and provide individuals with the opportunity to achieve economic self-sufficiency.
- Enhancing the profession of teaching to attract qualified candidates into the field and ensure their retention.
- Strengthening the nation's research and information capacity.
- Enlisting the energies of older Americans, providing ways for them to play vital roles in strengthening our education institutions and programs and developing policies and programs to improve the delivery of education and cultural services to them.
- Enabling people with disabilities so they have equitable access to quality programs.
- Responding to ethnic and cultural diversity to improve our understanding of, and respect for, the ethnic and cultural diversity of the population to ensure every individual the opportunity to succeed.

II. COMPREHENSIVE CHILD DEVELOPMENT (pages 5-8)

There is a consensus among policymakers that the shortage of quality child care is a national problem, demanding Federal attention. The question is no longer whether the Federal government should be involved, but how — what is its proper role? The Regents believe it is a Federal responsibility to provide national leadership on this crucial issue. The Federal government should bring to the child care debate a concern for the needs of the disadvantaged. It should establish minimal child care standards; encourage and help to create a comprehensive policy to meet family and child needs; and, provide related technical assistance and funds to states.

The Regents believe this to be a critical time for decisive Federal action in creating an integrated and comprehensive child care policy. Rather than simply authorizing additional programs, Congress should reexamine and fully fund existing successful Federal programs, such as Head Start. A concerted Federal effort now could derail the trend toward an unfocused policy of scattered programs and inadequate funding.

Current and proposed legislation contains many worthwhile components and reflects the willingness of policymakers to attempt to address the growing concern over the lack of available, quality child care. We need to combine the best of these components into an integrated and comprehensive program that will meet all the needs of the at-risk child and family. In addition, the Federal government needs to view public pressure for their leadership in child care policy as a mandate for increased funding of programs.

III. ACADEMIC COMPETENCIES AND THE WORKPLACE (pages 8-12)

Individuals who may have been out of the secondary school setting for years are presumed to be at least functionally literate and, thus, not considered to have a

literacy problem by traditional definitions. However, because the changing nature of the work force will require a higher level of literacy than it did as recently as a decade ago, it is important that workers' knowledge and skills be refreshed and upgraded so our economy can keep pace in a competitive world. Refresher programs must emphasize basic skills *and* functional and technical skills that are needed in the workplace, including computer literacy and skills in problem solving, decision making, human relations, and interpersonal and written communications.

In this section, the Regents urge that public and private managers and policymakers acknowledge that the skills decay form of illiteracy problem exists and needs to be addressed through a comprehensive program. Government, industry, and business policy must emphasize knowledge and skills refreshment as being equally important as basic skills literacy instruction. The reorientation of workplace literacy programs to include such populations is imperative, as is a commitment of significantly more resources. The reality of American enterprise is that the more educated get more education and the less educated do not, a circumstance that must change.

IV. NATIONAL LITERACY IMPROVEMENT (pages 12-15)

The Regents offer recommendations to improve worker, parent, and public assistance recipient literacy. This is done within the context of ensuring that communities have the facilities and resources to provide positive environments for learning and literacy improvement. The goals will be to improve individual economic viability and, most importantly, to keep a parent's literacy level above that of the child.

We propose a comprehensive effort to help persons with low literacy skills. The proposed program relies on the expansion of programs to provide parent literacy, an increase in the current demonstration efforts to implement workplace literacy programs, and a strong linkage with the literacy mandates of the recently enacted welfare reform bill.

The success of this approach depends on the involvement of entire communities in the drive to raise their residents' literacy levels. A community effort must ensure high quality programs that are accessible to those who need services and coordinated with existing welfare, education, and child care programs.

V. THE PROFESSION OF TEACHING (pages 16-19)

There must be a renewed Federal commitment to commission the best possible individuals to enter the education profession. We support three main vehicles for accomplishing these goals:

- a National Teacher Corps to attract and train minority group members and others to teach in urban and rural settings in germane subject areas.
- a Career Opportunities Program to focus resources specifically on career ladder approaches to recruiting and preparing prospective teachers. Such a program should extend beyond teaching to include the training of individuals as support staff and paraprofessionals in schools and, for that matter, in other human services organizations and agencies.
- a program of loan forgiveness in exchange for teaching service, to help retain newly certified teachers, and address subject area and geographical shortages.

VI. 1991 REAUTHORIZATION OF THE HIGHER EDUCATION ACT: AN OVERVIEW OF ISSUES (pages 19-23)

The Higher Education Act is due for reauthorization in 1991. In anticipation of this significant task, the Congress, education organizations, and others have begun to develop strategies as to how the law might be improved. In this section, the Regents identify issues to provide a series of talking points from which our reauthorization recommendations would ensue, including:

- Assuring access and adequate aid so that the poor and members of underrepresented groups can attend and complete college, including implementation of activities similar to New York's Liberty Partnership program;
- Encouraging underrepresented group members to pursue graduate study and teaching careers at all educational levels;
- Reaching a proper balance between grants and loans that support participation in postsecondary education;
- Encouraging study in areas of national need;
- Supporting adequate postsecondary facilities and equipment for study and research purposes;
- Promoting linkages between colleges and schools; and,
- Aiding colleges and universities in promoting voluntary service by members of the college community.

VII. IMPROVING ACCESS TO POSTSECONDARY EDUCATION FOR UNDERREPRESENTED GROUPS (pages 23-27)

A key current education priority is to increase access to postsecondary levels for persons from historically underrepresented groups and to assure mechanisms for assisting such persons to complete their courses of study. Federal legislation and regulations, authorization levels, and administrative policy must enhance access at all levels and assure successful completions. This section includes recommendations so that the Higher Education Act and other auxiliary programs can further these ends.

VIII. EDUCATION RESEARCH AND DEVELOPMENT (pages 27-31)

The United States Department of Education has played a minimal role in education research and development (R & D) over the years. The key problem is that the Congress and Administration have not trusted each other in setting R & D priorities for education. The conflict is rooted in the model used for education R & D within the Department of Education: Congress authorizes and funds the research structure (Office for Education Research and Improvement), but only indirectly suggests research objectives. The research objectives of the Administration are advocated strongly, often counter to those of the Congress. Funding levels reflect this mutual distrust.

The Regents offer several proposals to help alleviate distrust and to build a strong national research program: 1. adapting to education the major projects approach to research used in other Federal agencies; 2. developing an alternative research structure; 3. targeting of the new structure and its resources to critical needs in education that have national scope and need for centralized direction; and, 4. creating a Federal Research and Technical Assistance Letter of Credit to be used by states, at their discretion, for the purchase of research services or technical assistance at any of the existing federally funded laboratories or centers.

IX. REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT (pages 31-37)

Vocational education must help prepare people to function effectively in an increasingly complex, technological society. While major responsibility for vocational education lies with state and local agencies, the Federal government plays a key role by establishing national program priorities. In this section, the Regents provide recommendations for reauthorization of the Carl D. Perkins Vocational Education Act (VEA) based on the following guidelines:

- Access for all students to quality vocational education programs must continue to be emphasized, with standards of performance established through the state plan process. States that meet these standards should be given greater flexibility for the use of Federal funds for this purpose.
- The quality and capacity of the vocational education delivery system must keep pace with labor force demands.
- Education primarily is a state responsibility. State leadership is critical if program quality is to be improved and access to these programs guaranteed to students.
- A stronger system of accountability must be put in place, linking program quality to student outcome measures.
- Partnerships must be strengthened between the vocational education system and systems that purchase training and services for their clients.
- Stronger linkages must be forged between vocational education programs and workplace and other literacy programs.
- Local education agencies, postsecondary institutions, and other vocational education providers must be encouraged to use the latest instructional and administrative technologies.

X. INFORMATIONAL AND CULTURAL SERVICES: Archives, Libraries, Museums, and Public Broadcasting (pages 37-45)

Learning throughout one's life depends on information and learning resources accessible through archives, libraries, museums, public broadcasting, performing arts institutions, and the like. Ensuring strong and relevant services in these areas requires stable state, local, and private funding. However, continued and more predictable Federal policies and assistance are crucial to nurture institutions and services, so they may realize their potential and meet public need.

Specific recommendations are given to meet particular needs in technology enhancement, conservation and preservation of materials, and library construction.

Other recommendations relate to the pending second

White House Conference on Library and Information Services, school library resources, archival activities, public broadcast programming, the Institute of Museum Services, the National Endowments for Arts and Humanities, the National Science Foundation, and Unrelated Business Income Tax provisions. The Regents also deal with affordable telecommunications and postal rates, tax incentives for donations of creative works, theft of antiques and art objects, and communications technology.

XI. EDUCATIONAL AND CULTURAL OPPORTUNITIES FOR OLDER AMERICANS
(pages 46-49)

Our system of educational and cultural institutions must mobilize resources to serve older Americans' needs that fall within its purview. The Regents focus on six major policy directions that target the coordination and development of relevant programs for the aging.

The challenge of serving the educational and cultural needs of older Americans can best be met through a comprehensive strategy based on the research, instruction, and service capacities of the education system, and through coordination with state offices for the aging and other related agencies and organizations. To further address this priority, we propose that the U.S. Department of Education develop a new Center for Educational and Cultural Opportunities for the Aging similar to that created within the New York State Education Department in June 1989.

We must foster the participation of aging persons in educational and cultural activities, as service receivers and providers; promote and coordinate the educational system's services to the aging though a national Long-term Care Policy Coordinating Council and a U.S. Department of Education policy on education for the aging; expand training programs for both formal and informal service providers, and to older persons so they may serve their peers and other persons in need; and, develop a system that ensures the compilation and dissemination of research findings to avoid duplication of effort and develop a comprehensive body of knowledge about the aging process.

XII. TRANSITION TO WORK: PROVIDING A CONTINUUM OF SERVICES FOR PERSONS WITH DISABILITIES
(pages 49-56)

The Rehabilitation Act, the Education for All Handicapped Children Act, and the Vocational Education Act contain a common theme relating to disabled persons: integration of services provided under these Acts to prepare individuals for employment. This section describes New York State's effort to coordinate services and Federal and State resources to have positive impact on the eventual employment of people with disabilities.

The Regents urge more Federal support for transition demonstration programs and a continuum of preparation for employment for disabled students from elementary through postsecondary education. There must also be strengthened networks among special and vocational educators and rehabilitation counselors, incentives to employers, and supported employment programs. Additionally, there must be further clarification of the strategy and process for developing rehabilitation engineering services and dealing with AIDS patients and careful consideration and formulation of Rehabilitation Services Administration program standards.

XIII. EDUCATION FOR ALL HANDICAPPED CHILDREN
(pages 57-59)

New York State is committed to assuring quality instruction and school achievement for students with handicapping conditions. However, it is critical that changes occur at the Federal level to support and assist state efforts to provide appropriate educational services to children.

Recommendations in this section relate to these changes and include the need to avoid burdensome reporting requirements, allow greater recognition of the state role in training and personnel development, provide strengthened Federal funding, clarify issues relating to attorney fees, examine closely new preschool education provisions, address conflicting Federal requirements related to Medicaid eligibility and provision of free appropriate public education under the Education of the Handicapped Act, and evaluate the due process system.

XIV. EDUCATION FOR INTERNATIONAL COMMUNICATION AND AMERICAN ECONOMIC COMPETITIVENESS
(pages 60-65)

Current trends in technology, trade, and the environment point toward interdependence of nations. We must educate and train our citizens to understand other peoples and cultures and to work with them in their own languages. Consequently, there is a critical need for a stronger Federal role in promoting cultural understanding, language instruction, development education, area studies, and international exchange at all educational levels.

The Regents propose an Education for International Communications and American Economic Competitiveness Act that takes a comprehensive approach to international education. The goal is to develop international competence among our citizens and strengthen our nation's competitiveness in the world economy by expanding foreign language instruction, exchanges of students, and other related activities. We also propose that foreign language and culture instruction be made an integral part of our training program for the military.

I. THE FEDERAL GOVERNMENT'S ROLE IN EDUCATION

As education reform continues among the states, the scope of Federal support for education is becoming clearer. The Regents continue to believe that the Federal government has an historically defined role to play in education that should be maintained and coordinated with state and local activities. We applaud and encourage the interest of the new Administration in education. This Federal brochure seeks to outline the Regents positions and proposals in education and related areas that are likely to be considered in the second session of the 101st Congress.

Public Policy Objectives

The Federal government historically has served special educational needs through categorical aid and incentives for state and local funding of programs (see Appendix for a chronology of major actions). The Board of Regents has consistently stated that education is a Federal concern, a state responsibility, a local operational function, and a parental duty. But, what is the proper definition of "Federal concern?" From a policy perspective, what is the overriding justification for a Federal role in education?

From colonial times to the 1960s, the main Federal concern was to ensure an increasingly larger educated population, especially in fields having national impact such as military, agricultural, and vocational subjects. This concern, however, was not inclusive, as Native Americans and Americans of African descent have been selectively excluded from full participation even to this day. The historical relationship between excluded populations and their disproportionate representation in current categories of disadvantage must be understood and addressed at all levels of government.

When viewed retrospectively, attempts to redress this inequity have often been late or misplaced. For example, the First Morrill Act in 1862 provided land to establish land-grant colleges in states and territories. In 1890, the Second Morrill Act sought to provide for a fuller endowment of such colleges. It also states that "the establishment and maintenance of such colleges separately for white and colored students shall be held to be in compliance with the provisions of this act if the funds received in such State or Territory be equitably divided." Thus, in seeking to address the equitable Federal funding of "colored" colleges, the legacy for separate and equitably funded, but not necessarily equal, institutions was committed to law, *a law that remains on the books today*. Thus, despite the avowed Federal commitment to equity and access, such vestiges of institutional racism remain and represent existing real discrimination that must be expunged.

A broader social consciousness in the 1960s led the Federal government to supplement state and local efforts to provide educational opportunities. While we have noted that discrimination and racism have certainly not been eliminated, there was a Federal effort to subscribe to the complementary themes of "equity" and "access" in justifying supplementary assistance.

Educational "equity" is achieved when educational outcomes for individuals are not constrained by circumstances such as physical or mental handicaps, race, or economic status. In promoting equity, the Federal government has established categorical programs to help states, localities, and institutions meet the special needs of the economically and educationally disadvantaged, the disabled, and non-English speaking persons. Federal funds are viewed as supplemental and may not supplant state and local monies.

The equity theme relates to the concept of "access" because the intent of much Federal aid is to help provide "access" for groups whose special needs have diminished their "equitable" educational opportunities. Examples include the Elementary and Secondary Education Act, the Education for All Handicapped Children Act, and the Adult Education Act.

Free public higher education is not generally a state constitutional right. Providing "access" in this context means ensuring that a student has access to higher education, not guaranteed entrance. The Federal government seeks to lessen the economic inequities that exist for low- and middle-income students who desire to attend colleges but cannot afford the high tuition and attendance costs. Pell Grants, Supplemental Opportunity Grants, College Work-Study, and low-interest student loans have been designed to meet this objective.

The Federal government's involvement in education also has been justified as a response to burdens placed on education agencies and institutions because of direct Federal policy or action. For example, the installation of a Federal military base or a public housing project can reduce a school district's tax base while increasing the number of children to be served. The Impact Aid program has helped school districts address this problem. The influx of Indochinese, Cuban, Haitian, and Central and South American refugees in some states is another example of a Federal policy that has required temporary Federal assistance.

The Federal government also has played a role in education research and data collection. It generates,

collects, and disseminates information and provides incentives for other organizations and agencies to undertake similar tasks. To carry out these functions, Congress created the National Center for Education Statistics and the National Institute of Education and its successor, the Office of Educational Research and Improvement. The rationale for such activities is that the Federal agency can more effectively marshal resources for efforts of national scope.

Despite the virtues of these policy objectives, many administrators contend that Federal education programs contain requirements and regulations that legally exceed the proper Federal role and intrude upon state and local authority. Furthermore, the federally imposed administrative burdens and legal mandates are not balanced by commensurate Federal aid to meet such requirements.

While criticism may be warranted, the Congress may not have intended to overburden, but simply was overzealous in seeking equity and access. A review of the legal context of the Federal role in education illustrates the difficulties faced by the Congress in balancing policy objectives with Constitutional and other legal constraints.

The Regents and the Federal Role

Given the evolving history of Federal involvement in education, the Regents believe the Federal government continues to be an important partner in the nation's efforts to assure educational access, equity, and quality for all students. The Regents believe the Federal role is embodied in the following priority policy areas.

Providing Opportunities for Students and Schools to Succeed. The Regents are committed to an educational system in which all children have an equal opportunity to succeed. Under the nation's present economic and social conditions, however, far too many children are denied this opportunity. Across the country, in both urban and rural areas, distressed communities and families are faced with failing schools, unemployment, poverty, malnutrition, and dependence on public assistance. One of the primary outcomes of these multiple social problems is low educational achievement by our children, which then contributes to an intergenerational cycle of the above-mentioned social ills.

Assistance must extend beyond K-12 to encompass the support and encouragement of early childhood education and child care programs, the opening of a route to postsecondary education for all those citizens who wish to take advantage, and the development and maintenance of cultural institutions. These topics are discussed in Sections II (Comprehensive Child Development), VI (1991 Reauthorization of the Higher Education Act: An Overview of Issues), VII (Improving Access to Postsecondary Education for Underrepresented Groups), and X (Informational and Cultural Services: Archives, Libraries, Museums, and Public Broadcasting).

We also fully support programs that expand opportunities for our young people to perform public service. We hope that legislation in this area will be forthcoming in the second session of the 101st Congress and that it will include an education and training component for those who need it.

The Federal government has the responsibility to address these problems as part of its commitment to maintaining social health and welfare. Indeed, many existing Federal programs, including certain education programs, seek to assist state and local governments in this endeavor.

Targeted Assistance with Flexibility. In the education area, for example, the Chapter 1 aid program provides local school districts with critically needed resources for supplemental, targeted assistance for educationally disadvantaged children.

As part of a revision and extension of the program last year, Congress targeted a portion of the aid more broadly at schools containing large concentrations of disadvantaged children, rather than on the individual child. Newly appropriated funds were also directed specifically at the poorest school districts. School boards and administrators welcomed the changes as part of an effort to improve the opportunity for the school to succeed for all children, and not just a micromanagement of resources based on the individual child. The rationale behind the change was that if the school as a whole is treated as the point of intervention, all disadvantaged children in the school will benefit. In addition, this greater flexibility allows local school personnel to more efficiently manage scarce Federal resources.

The recent education summit between President Bush and the nation's governors reinforced this approach to Federal aid. While all summit participants agreed on the need for national goals and objectives to attain educational success, consensus was also reached on the need for more flexibility in existing education statutes. State and local educators agree that the Federal contribution is critical to their efforts, but detailed mandates from the U.S. Department of Education are often burdensome and counterproductive. The Regents concur in this sentiment.

Addressing the Educational Infrastructure. Another area where the Federal government has a legitimate role to play in assuring schools the opportu-

nity to succeed is in establishing a viable education infrastructure, that is the school facilities themselves. Recent studies confirm that a poor physical classroom environment is detrimental not only to students' academic progress, but also negatively affects teacher effort, morale, and job satisfaction.

Yet over 61 percent of today's schools were built during the 1950's and 1960's, and over 20 percent were built more than 50 years ago. One out of four of the nation's school buildings is in poor condition. Of those, 43 percent are obsolete, and 13 percent are structurally unsound. According to a 1989 report by the Education Writers Association, $84 billion is needed to build and modernize schools nationwide, and $41 billion is required solely for maintenance and repairs.

The national school infrastructure problem is reflected acutely in New York City, where the average age of school buildings is over 50 years. The New York City Board of Education estimates that 850 schools need repair or renovation. Of these, more than 300 require complete modernization and nearly 500 need new heating or electrical systems. The Board has estimated that more than $17 billion will be needed over the next decade to meet the problem. Moreover, 40 percent of the City's schools are currently defined as severely overcrowded, and a 20 percent enrollment increase is projected by 1998.

The Federal government must help maintain the infrastructure of our nation's schools, universities, and libraries, just as it supports critical capital improvements in the nation's highways, bridges, and dams. The condition of our school facilities is unquestionably tied to the educational success of students. We consequently propose that an aid program for renewing our educational infrastructure be established by the Congress.

Assuring Access and Equity through Financial Assistance. The Federal government currently provides supplementary aid to expand opportunities for students and schools to succeed by appropriating funds for existing Federal education programs. However, the commitment to adequate education funding has shrunk in recent years, primarily due to the previous Administration's consistent attempts to cut domestic spending. As a result, Federal education funding has been reduced to 1.8 percent of the Federal budget from 2.5 percent in 1980. Congress must do more to restore education to the priority funding status it once enjoyed.

One proposal aimed at expanding Federal education spending is The Children's Trust, an idea outlined in 1988 by the Secretary of the Washington State Department of Social and Health Services. The Trust would be funded through employer and employee payroll contributions, analogous to the Social Security trust fund. With tax contributions at three-tenths (0.3) of a percent, revenues by the fifth year would approximate $20 billion. This money would be used in conjunction with current education appropriations, and would provide a 70 percent increase in funds for children's programs.

Developing and Maintaining a Skilled Work Force. Education supplies the human resource needs of the economy, providing individuals with the opportunity to achieve economic self-sufficiency. Through education, people develop and maintain appropriate skills and knowledge to satisfy their personal, social, economic, and cultural needs in a highly competitive national and global economy. For these reasons, access to the education system must be increased for all, including individuals with disabilities. The transition from education to employment is a critical one. It requires special consideration by secondary schools as well as postsecondary institutions, particularly in serving at-risk populations and preparing students for an internationally competitive job market.

If the education system is to meet the challenges involved in developing and maintaining a skilled work force, it must address both current and future needs; develop a responsive curriculum; promote the efficient and widespread use of instructional technology through a major investment of targeted resources; develop and maintain adequate physical facilities; coordinate between programs and providers; respond to the needs of older adults; improve counseling, career information, and access to vocational services; and establish on-site child care.

The first session of the 101st Congress began to address many of these issues as part of the reauthorization of the Carl D. Perkins Vocational Education Act. The House and Senate bills make dramatic changes in current law by emphasizing program improvement, accountability, the integration of academic and vocational training, and programs for special populations.

In addition, the second session of the 101st Congress should complete work on a revision of the Workplace Literacy Act contained in the Adult Education Act, allowing more funds to be spent on workplace literacy and partnership programs throughout the country.

Sections III (Academic Competencies and the Workplace), IV (National Literacy Improvement), and IX (Reauthorization of the Carl D. Perkins Vocational Education Act) address the literacy and work force preparation problems that face our nation and our education system.

Enhancing the Profession of Teaching. Perhaps the most important factor in the success of our educa-

tional system is the quality of the nation's teaching force. Although teacher recruitment, retention, retraining, and remuneration have traditionally been state and local responsibilities, the Federal government can play a meaningful role in highlighting the profession of teaching and enhancing state and local abilities to attract qualified candidates into the field. For many years the Federal government has authorized modest incentive programs to encourage college-age students to join the teaching profession. Support for those programs has waned in recent years, however, and funding has never been adequate to support their goals.

The need for a renewed Federal effort in this area has never been more critical. The shortage of qualified teachers has reached severe proportions for certain fields in many areas of the country. Growing student minority populations presage the urgent need for greater numbers of minority teachers, particularly in urban areas. Special education and bilingual teachers are in short supply in many locations, and experts cite the demand for additional mathematics and science teachers to bolster our students' poor performance in those areas, compared with competitor nations.

Given the national importance of meeting these needs, for all areas of the country and for all sectors of the education system, the Federal government has a clear interest in addressing the problem. Several members of Congress have recently introduced legislation to enhance state and local efforts in teacher recruitment and other areas. The Regents strongly support these measures, which are discussed in full in Section V (The Profession of Teaching).

Strengthening the Nation's Research and Information Capacity. The United States must develop its capacity to nurture research and development if it is to remain competitive with other nations. Although state and local governments, libraries, other public institutions, and the private sector may contribute in a piecemeal way to our information base, it is the role of the Federal government to assure a coherent, centralized policy to meet our research and information needs. Congress must help to improve the nation's research and information infrastructure as well as enhance access to it by education institutions, business, and industry.

In 1989, Congress approved legislation to upgrade and modernize the nation's university research facilities. Although only a fraction of funding was provided compared with need, the measure is a good first step. Several congressional hearings were held this year to examine the information needs in elementary and secondary education, and legislation may be forthcoming in that area as well. Section VIII (Education Research and Development) of this document provides an in-depth examination of the needs in the education research, development, and information area.

Enlisting the Energies of Older Americans. The aging of the population calls for marshaling resources on behalf of the elderly and providing ways for older individuals to play vital roles in strengthening our education institutions and programs. The Federal government must develop policies and programs to improve the delivery of education and cultural services to the aging, and to enlist their experiences and expertise to enhance these areas.

Although the Federal government currently funds many programs that help to provide for the most basic health and living standards for older Americans, there is no Federal policy to coordinate a comprehensive delivery system to meet the wider needs of an aging population. Section XI (Educational and Cultural Opportunities for Older Americans) of this document discusses the Regents philosophy in this area.

Enabling People with Disabilities. The Regents believe that a fundamental education priority at all levels of government is to ensure that people with disabilities have equitable access to quality programs. This philosophy was first manifested in the landmark 1975 Education for All Handicapped Children Act, which assured all children the right to a free, appropriate, public education. Since that time, the Federal government has expanded its policy towards people with disabilities, culminating with Senate passage of the Americans with Disabilities Act. It is expected that this Act will be enacted into law during the 101st Congress.

It is not enough for Congress to enact the laws that assure access for people with disabilities. A critical part of the Federal role in this area is to provide the supplemental resources needed to allow state and local governments to comply with the Federal mandate. During passage of the 1975 Education for All Handicapped Children Act, for example, Congress promised to pay forty percent of the cost to states for implementing the Act. Since that time, however, Congress has contributed approximately nine percent. This places a huge financial burden on state and local education agencies responsible for administering the program.

Further discussion of the Regents view on this issue is contained in Section XII (Transition to Work: Providing a Continuum of Services for Persons with Disabilities) and Section XIII (Education for all Handicapped Children).

Responding to Ethnic and Cultural Diversity. Just as the United States must build on its linguistic and cultural diversity to prepare for the 21st century,

the education community must improve its understanding of and respect for the ethnic and cultural diversity of the population it serves to ensure every individual the opportunity to succeed.

Through its policies and programs, the Federal government can help to assure that the nation's rich diversity is never a cause for exclusion or discrimination. In addition, through programs in foreign languages, international education, and international exchange, the Federal government serves to improve the nation's economic competitiveness with other nations. The Regents proposals in this area are included in Section XIV (Education for International Communication and American Economic Competitiveness).

II. COMPREHENSIVE CHILD DEVELOPMENT

The Plight of Disadvantaged Children

According to the U.S. Census Bureau, the number of children living in poverty increased by 21 percent from 1969 (3.3 million persons) to 1985 (12.5 million persons). The numbers are disproportionately high for minorities, with 43.1 percent of black children and 39.6 percent of Hispanic children living in poverty.

General Accounting Office data show that the dropout rate for youth from households of low-income, low-skill wage earners with limited educational backgrounds was about three times that of children from higher socioeconomic backgrounds. Five times as many teens with low level basic skills are likely to become mothers before age 16 as those with higher skill levels. These same lower skilled teens are much more likely to have more than one child before they reach age 20. In other words, poor children are more likely to drop out of school and have children who will repeat the cycle.

The increasing number of children in poverty and their higher dropout rate suggest that present efforts to assist them are deficient. There needs to be a greater commitment to giving children the opportunity to break out of the poverty cycle. Quality early childhood development programs such as Head Start or the Perry Preschool Project in Ypsilanti, Michigan, have helped improve school performance and significantly reduce dropout rates and dependence on public assistance. These programs can be expensive, but save money in the long run by reducing the need for later services. To make a difference in the lives of millions of poor children, a commitment to comprehensive, high quality early intervention programs must be made now.

Addressing the Problem

The Committee for Economic Development (CED) is a private, nonprofit, nonpartisan research and education organization composed of business and university executives. Their 1987 report, *Children in Need: Investment Strategies for the Educationally Disadvantaged*, advocates early intervention to combat the problems facing disadvantaged youngsters. The report suggests that pregnant teens and high-risk mothers receive prenatal and postnatal care and follow-up health care and developmental screening for their children; that parents receive parenting, health, and nutrition education and guidance; and that all disadvantaged three- and four-year-olds have access to quality preschool programs.

The CED report notes that many educators believe that potential dropouts can be identified as early as the third grade and that behavior patterns reflective of school failure and dropping out are manifested in infancy and toddler years. Early intervention can save many of these young people who are victimized later by low literacy levels, unemployment, and other problems.

Several alternatives are being pursued to improve the life chances of these youngsters. Two programs, the New York State Prekindergarten Program and the Beethoven project, illustrate the kinds of efforts that must be made. Federal legislation has been introduced and enacted with this problem as its target.

New York State Prekindergarten Program

For more than 20 years, New York State has operated an early childhood education program. Designed to serve disadvantaged children and their families, the Pre-K program includes a children's developmental program, health and social services, and opportunities for parental involvement.

Evaluations by the State Education Department have shown the Pre-K program to be highly effective in facilitating children's later growth and learning. For each dollar invested in early childhood programs, almost six dollars were generated in benefits to taxpayers. Participants were less likely to fall behind grade level or to be placed in special classes. They attended school more regularly, scored higher on tests, needed less mathematics or reading remediation, and tended to score higher on selected cognitive development measures when their parents participated in Pre-K and school activities.

The Beethoven Project

The Beethoven project is a comprehensive child development program established in Chicago's Robert Taylor Homes, the world's largest public housing project. Taylor Homes has about 20,000 residents, most, if not all, of whom are poor and members of minority groups. Since the project is relatively new, long-term evaluation of its impact has yet to be completed. However, the project has become widely known and praised because of its innovativeness and appears worthy of wider application.

In Beethoven, expectant mothers, most of whom are unwed teenagers, receive parenting training and counseling to assist them to stay in school and receive job training. After children are born, they receive intensive and comprehensive support up to age five to prepare them to enter a nearby kindergarten program.

Funding for the program comes from private benefactors, the Federal Department of Health and Human Services, and various state and local community and social service agencies. Those giving support and training to the participants include older welfare mothers, staff of local community and social service agencies, and several full-time project employees. The welfare mother/staff members are paid and trained to visit expectant mothers, help them prepare for the births, and monitor the infants for signs of ill health and improper development.

There will eventually be a center where children and mothers can obtain advice and health and day care services. Older children will also be assisted as needed.

The Need for a Federal Role

There is a consensus among policymakers that the shortage of quality child care is a national problem, demanding Federal attention. The question is no longer whether the Federal government should be involved, but how - what is its proper role? The Regents believe it is a Federal responsibility to provide national leadership on this crucial issue. The Federal government should bring to the child care debate a concern for the needs of the disadvantaged. It should establish minimal child care standards; encourage and help to create a comprehensive policy to meet family and child needs; and, provide related technical assistance and funding to states.

The Regents believe this to be a critical time for decisive Federal action in creating an integrated and comprehensive child care policy. Rather than simply authorizing additional programs, Congress should reexamine and fully fund existing successful Federal programs, such as Head Start. Head Start currently serves only 20 percent of eligible children because of inadequate funding. A concerted Federal effort to focus now on our national child care needs could derail the trend toward an unfocused policy of scattered programs and inadequate funding.

The current uncoordinated Federal child care policy helps create a splintered system with mixed policy messages. An example is the recently established welfare reform legislation. As a package that includes child care to allow parents to work, its emphasis is on creating opportunity for the parents rather than addressing the needs of the disadvantaged child. This posture risks establishment of a two-tier child care system: one providing strictly custodial care and another providing a variety of family and child services. A recent study by the Bank Street College of Education and Wellesley College notes that the children of people eligible to participate in the new Job Opportunity and Basic Skills Program (JOBS) are those who could benefit most from an early intervention program that offers a mix of services, not just custodial care.

The Bank Street-Wellesley study uncovers another problem related to deficient coordination of child care policy. Despite the fact that state-funded preschool programs and Head Start together serve a small number of disadvantaged children (in 1985, less than 33 percent of 4-year-old children from families with incomes under $10,000 were enrolled in prekindergarten programs), the two programs compete for classroom space, staff, and children.

The study attributes the overlap in children and space to a lack of state and local coordination. Services are being provided where there is space, not necessarily where there is need. The competition for staff is attributed to the low salaries paid workers, who leave for better-paying state programs. Increased Federal funding could boost Head Start salaries and assist and encourage the development of programs in underserved areas.

Furthermore, the Bank Street-Wellesley study notes that implementation of full-day care under the welfare reform law may lead to increased "competition" as parents pull their children from part-day Head Start and state preschool programs to place them in the more convenient full-day program.

Current and proposed legislation contains many worthwhile components and reflects the willingness of policymakers to attempt to address the growing concern over the lack of available, quality child care. We need to combine the best of these components into an integrated and comprehensive program that will meet all the needs of the at-risk child and family. A well-conceived policy will avoid competition for children, staff, and space among service providers, eliminate duplica-

tion of services, and reach a greater number of eligible people who have been previously unserved. In addition, the Federal government needs to respond to public pressure for their leadership in child care policy as a mandate for increased funding of related programs.

Recently Passed Federal Legislation

The Even Start Act and the Comprehensive Child Development Centers Act were enacted during the 100th Congress to develop programs of education and support services for infants, young children, and parents. As mentioned earlier, Congress also passed welfare reform legislation that includes child care provisions. The Family Support Act of 1988 (P.L. 100-458) requires states to provide child care and other support services to public assistance recipients who are eligible to participate in the new JOBS program.

Even Start Act. This program is designed to integrate early childhood and adult education programs. It establishes programs that are targeted to improving the literacy skills of nonreading parents and their preschool children. Even Start takes an innovative approach to involving parents in the learning experience of their preschool children and serving the family as a whole. The Regents support the extensive parental involvement element of the program and believe that it warrants increased Federal funding. The Regents urge that parental involvement be considered a key ingredient to a comprehensive Federal child care policy.

Comprehensive Child Development Centers Act. This program was modeled on the Beethoven Project and will establish a system of centers to provide a range of services to disadvantaged families. Its strength is the wide array of services provided for both the child and the parent. The Regents recognize that poor nutrition, inadequate housing, and unemployment may strain the family and hamper the development of the child. Funding for this program should be expanded, and a comprehensive Federal child care policy should include the many services provided under this Act.

The Family Support Act of 1988. The welfare reform bill mandates that states guarantee child care for parents working in the new JOBS program. Guaranteed full-day, full-year child care is a necessary component to an integrated child care program serving the needs of the whole family. The assurance of full-day, full-year care allows the parents to pursue full-time employment. The Regents support guaranteed full-day, full-year care and believe an expansion in the hours and availability of child care must not be offset by cuts in the quality of care. The same quality standards that address the developmental needs of a child must apply to all programs, regardless of whether they were designed primarily for the parent or for the child.

Pending Federal Legislation

Comprehensive child-care legislation was first introduced in the 100th Congress and advanced in the first session of the 101st Congress, but regrettably failed to pass. Congressional leadership has promised further action in the second session. The centerpiece of this effort is a bill combining state grants for child-care services with child-care tax credits for low-income parents. The combined legislation includes:

- expansion of the Head Start program to allow full-day and year round services and generally increase enrollments;
- a state grant program to provide child care services to low and moderate income families, including the use of vouchers;
- a program of grants to local school districts to provide before- and after-school child care and early childhood development services. This provision would exclude the use of vouchers;
- a business involvement grant separately authorized to help businesses provide child care services to employees;
- expansion of the earned income tax credit (EITC), which currently provides an advance, refundable tax credit to low-income taxpayers who maintain a household with at least one child; and,
- a supplemental young child credit for families with children under age six, to be available in addition to the expanded EITC.

The Regents support many of the legislation's provisions, especially to establish a more active Federal role in setting minimal child care standards; provide funds to help states create or improve a system of licensing and monitoring; and, address the problems of low salaries and limited providers in the child care field.

We also have certain suggestions regarding the proposal. The Regents accept the use of vouchers as one alternative for child care purposes and note that similar provisions have been enacted in the welfare reform bill. Unlike existing public schooling, child care is not required under state law nor is it a well-established system that would be undermined by the use of vouchers. Church-based and other child care providers comprise a significant portion of a scarce supply of group care. It would be wasteful and expensive to ignore this resource. Vouchers could be used to provide Federal

funds to eligible parents for use at church-based and other care providers without excessive church-state entanglement.

Employer-provided care should be encouraged, but not at the expense of broader reaching programs. Those who are unemployed or work for small companies that cannot offer care would not benefit from a Federal policy to encourage employer-provided care. Tax credits may serve the middle- and upper-income families but have limited value for those with low incomes. End-of-the-year tax refunds are not much help to families struggling to pay for child care service as it is delivered. Also, $1,000 a year per child will not cover the cost of quality child care.

Tax credits for families and incentives to employers (often in the form of tax credits) mean lost Federal revenue. Funds would be better spent in a program that directly serves the poor and could be more readily monitored and held accountable.

To the greatest extent possible, the Regents believe federally funded child care should serve the economically disadvantaged. Child care assistance for middle- and upper-income families already exists in the form of the dependent care tax credit. In addition, middle- and upper-income families benefit from the higher standards and increased supply of providers that would accompany a comprehensive Federal policy.

Recommendations

1. There are many positive elements in new and pending Federal child care legislation. Each program has its limits in scope, funding, or objectives. For the most part, each program calls for coordination of services with other programs. In other words, Federal child care policy is becoming a hodgepodge of programs that separately offer incomplete services and together demand greater coordination efforts. The Regents believe the opportunity exists now to coordinate and redirect the Federal effort. The Regents support a well-conceived, comprehensive Federal child care policy.

2. The Regents believe it is the role of the Federal government to assist the disadvantaged. The economically disadvantaged need developmental child care assistance to help break the poverty cycle. The Federal government should establish minimal child care standards; provide related technical assistance and funding to states; and, encourage and help create a comprehensive policy designed to meet the many needs of the impoverished child and family.

3. In addition to creating a comprehensive child care program, Congress must provide sufficient appropriations to existing programs, such as Head Start, and expand them to include the worthwhile elements of Even Start, the Comprehensive Development Centers Act, and welfare reform legislation.

4. The Regents recommend that programs be coordinated to eliminate competition for children, child care workers, and classroom space. Such competition is wasteful and unproductive while many eligible children remain unserved.

5. The Regents recommend the same quality standards and program objectives be applied to child care whether the program is designed for the child or to allow parents to work.

6. The Regents accept the use of vouchers as one alternative to allow eligible parents the placement of disadvantaged children in qualified church-based and other child care programs. The Regents maintain strong opposition to the use of vouchers for public schooling required by state law.

7. The Regents oppose the sole use of individual tax credits as an answer to the child care problem.

III. ACADEMIC COMPETENCIES AND THE WORKPLACE

Skills for National Economic Survival

The nation's future development requires that we maintain our economic competitiveness by having a literate work force equipped to participate in a rapidly changing economy. Technological advances, global competition, and community and infrastructure renewal needs force public and private policymakers to recognize that the health of our economy depends on the quality of its work force. The concept of human resource development — that the economic survival of the nation lies in the developed intelligence and skills of the people — is fundamental to understanding the importance of maintaining specific academic competencies of workers in supporting and expanding the new high-technology national economy.

Employers have immediate, specific short-term needs as they try to develop new enterprises and adapt older industries to a changing marketplace. Our short-term economic development must address these needs by providing the education services to develop and maintain intellectually and technically skilled people. The Federal government must take the lead role in promoting programs to meet these needs.

Education agencies, organizations, and institutions have a crucial role to play in providing employer-specif-

ic education programs to meet the work force needs of companies as they modernize, expand, diversify, and relocate. Education agencies and institutions must team with businesses, industries, and labor to provide the education and training options required for adaptation and change within the new economy.

Because over three-quarters of today's work force will be working in the year 2000, we must maintain and improve the skills of today's workers to equip them for current employment and 21st century jobs. Training experts agree that the quality of the education we provide now will be the single most important determinant of the future quality of the nation's work force.

Our nation must expand its efforts to raise the literacy levels of all its citizens as the demand for higher literacy skills grows and our society becomes increasingly technologically advanced. It is clear that the literacy standards of the 1980s will not serve us in the year 2000. The country's short-term economic health depends on our ability to educate or reeducate workers in, or just entering, the work force.

In addition to the intrinsic motivations for training people to reach their fullest potential, clear-cut economic benefits accrue from having all members of the work force perform up to their capabilities. In a joint report by the American Society for Training and Development and the U.S. Department of Labor, A.P. Carnevale, L.J. Gainer, and A.S. Meltzer advance this theory of economic gain a step further. They focus on the integration of learning into employer institutions and note that the American system differs from certain others such as West Germany.

Our education structure, including that in the work place, emphasizes the learning of white-collar and higher-level technical subjects, not non-college and craft work. As a result, the institutional structures in which we perform tasks are dominated by managers, senior technicians, and other white-collar workers and their high-technology orientation. The result is that we do well in early phases of product development, which feature more sophisticated technological activities.

But, because we have not developed our nonsupervisory skilled and unskilled workers to the same extent, we suffer in the later stages of mass production and technology dissemination. Thus, we have the situation where the United States developed video cassette recorder technology, but now leaves production nearly entirely up to others. The need for better preparation and refreshment of all workers is underscored here.

Current literacy programs focus on specific segments of our population, such as at-risk youth, impoverished adults, parents, displaced workers, and public assistance recipients. A population that has not received the focus of other targeted areas, however, are those persons below managerial and professional levels, including nonsupervisory skilled and unskilled workers. These individuals, who may have been out of the secondary school setting for years, are presumed to be at least functionally literate, and, thus, not considered to have a literacy problem by traditional definitions.

However, because the changing nature of the work force will require a higher level of literacy than it did as recently as a decade ago, it is important that workers' knowledge and skills be refreshed and upgraded so our economy can keep pace in a competitive world. Programs to refresh skills contrast sharply with the traditional literacy programs for targeted groups, where the majority of attention and resources is focused on those individuals lacking the most rudimentary skills.

Refresher programs must emphasize basic skills *and* functional and technical skills that are needed in the workplace, including computer literacy and skills in problem solving, decision making, human relations, and interpersonal and written communications. People who once could look forward to a lifelong career now must be prepared, or have access to preparation, for several jobs during a lifetime, each requiring different competencies.

Skills Decay

All workers experience what has been called "skills decay" — an erosion, over time, of the knowledge and skills once acquired in an educational setting. The United States Department of Defense (DOD) has conducted or sponsored considerable research in this area, mostly as a means of determining how to keep military reservists' knowledge and skills at adequate levels, given the long intervals between training periods.

The Office of the Assistant Secretary of Defense (Reserve Affairs) sponsored a Rand Corporation study, *Individual Ready Reserve Skill Retention and Refresher Training Options* (December, 1986) that examined characteristics of a training program for reservists and proposed a related research agenda.

The Army Research Institute (ARI) provided funding to researchers at Boise State University for an extensive review of the literature in the knowledge retention field. They surveyed research on education and training procedures known to enhance the learning, retention, and transfer of verbal and perceptual-motor skills. Reviewing over 300 citations, mostly from psychology-oriented sources, the study recommends general instructional procedures and strategies for improving learning and retention.

As a result of his work with the DOD, Marshall J. Farr produced *The Long-Term Retention of Knowledge*

and Skills: A Cognitive and Instructional Perspective (New York: Springer-Verlag New York Inc., 1987). This report "reviews and interprets research on the nature and magnitude of those factors which influence how well knowledge and skills (K & S) are retained over relatively long periods of nonuse."

The DOD-related research has broader implications as it relates to the decay of skills of civilians who may have joined the work force with knowledge and skills requisite to mastery of a particular work assignment. As the employer modernizes, expands production, or otherwise revises activities, the employee finds that some previous learning has been forgotten through disuse and now must be relearned. Although managers continually receive new training and refresher courses, a line worker is seldom afforded similar opportunities. It is, therefore, important that any comprehensive effort to enhance literacy skills should include a component to refresh previously learned knowledge and skills of the line workers who can most benefit from such programs.

A review of the skills decay research generates an alarming awareness that there is a scarcity of any similar research or investigation of the problem by the civilian education community. A cursory examination of the ERIC database under subject headings related to skills decay and knowledge retention elicited five references, compared to the aforementioned ARI/Boise State survey of over 300 articles. There is an obvious need to build a closer interconnection among existing databases.

A recent National Science Foundation-sponsored study by researchers at Ohio Wesleyan University is promising because it examines the lifetime maintenance of high school mathematics content. A key component of the testing portion of their research was the New York State Regents Examinations in mathematics.

Workplace Literacy

To date, few, if any, Federal, state, or local programs begin to recognize the imbalance in our literacy campaign and redress the skills decay problem.

Among existing programs with the most potential for adaptation is the workplace literacy provision of the Adult Education Act. After its initial authorization in 1987, the program received a four-year authorization as part of the Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988.

Approximately $9.5 million was first appropriated for the program in fiscal year 1988, with the funds distributed as discretionary grants by the Secretary of Education. While funding has risen to $20 million for fiscal year 1990, unofficial estimates of the literacy problems of adult workers indicate that a nationwide effort closer to $500 million is needed. Indeed, during this first year of funding of the program, the U.S. Department of Education received 342 applications totalling a requested $83 million, nearly 10 times the amount available. Funding for fiscal year 1989 was increased to $11.9 million, but the need again has proven to be much greater.

Other pilot workplace literacy programs have been successfully implemented in plants and businesses in several states. Many have been successful because they are cooperative ventures among state education agencies, local school districts, and/or community based organizations, unions, and businesses. Their shortcoming is that most emphasize populations without high school diplomas. We propose that many workers with diplomas have just as much need for such services because of the skills decay problem.

A program at the Arcade, New York Motorola Inc. plant is illustrative. Faced with changing manufacturing requirements, up to 400 employees were slated to lose their jobs. Instead, Motorola chose to avoid the layoffs by working with a local education agency to instruct those personnel in the basic mathematical skills needed to enable them to handle the new statistical process manufacturing control procedures.

There was no differentiation made between those workers who had diplomas or relevant previous instruction and those who had not. The employees may have performed adequately in their jobs for considerable time. As the number of manually-oriented jobs decreased, however, they were replaced by tasks requiring skills that had lain dormant in some workers since their school days. Recognizing economic reality, Motorola and the LEA instituted instructional activities to solve their problem.

As a result of this effort, the 400 employees kept their jobs, and additional personnel were hired. In fact, upon the sale of the Motorola facility to a competitor, the new owners decided to consolidate all operations at the Motorola site because they did not want to lose the productivity gains that have been attributed largely to the literacy program.

Besides the obvious benefit of having a skilled, knowledgeable work force, a tangential benefit accrues from addressing the skills decay problem. That is, as the literacy of working parents is maintained or improved, they are more capable of assisting their children to learn. The State Literacy Initiatives Network recently noted that the factor most closely correlated to a child's ability to achieve in school is the educational attainment of the parents. In its 1987 report, *Learning to Be Literate in America*, the National Assessment of Educational Progress (NAEP) found that "children and young adults whose parents have more education and

those with access to more reading materials in the home read, write, and reason more proficiently than those from homes with less well-educated parents and fewer reading materials." NAEP also reported that at least ten million adults in this country lack the language and literacy skills of competent fourth graders.

These and similar research findings illustrate the need to avoid placing sole emphasis on the school-based curriculum as a tool to increase the educational and literacy achievement of school-age children. We must also consider the home learning environment and preschool experience of students as factors in their ability to achieve.

Congress has begun to address the need for parent-child linkages. Specifically, an Even Start program was enacted into law in May 1988 as part of the Hawkins/Stafford School Improvement Amendments of 1988. Even Start aims to link adult basic education programs for parents with early childhood education programs for their children. The combined effort will instruct parents in basic skills while simultaneously assisting them to become their child's first teacher.

The Family-School Partnership program also links parent-child literacy efforts. It encourages local education agencies to increase the involvement of families in the improvement of the educational achievement of their children at all school levels. Grants would be used primarily to train teachers, other school personnel, and families in building effective family-school partnerships.

With these programs, new linkages between home and school have a humble beginning. These programs can help achieve the goal that a parent's literacy level should be maintained or improved so that it always exceeds that of the child through secondary education. The initial linkage with work is a good start but should be expanded to include the skills decay population. This type of effort can contribute greatly to both the short-term and long-term economic viability of our nation.

The Way We Should Be

Government Support. Federal, state, and local government leaders and educators must acknowledge that this form of literacy problem exists and needs to be addressed through a comprehensive program. National, state, and local policy must emphasize knowledge and skills refreshment as being equally important as basic skills literacy instruction.

It is laudable that workplace literacy programs are being implemented at all levels of government. However, the commitment of significantly more resources to the effort and expansion of the target population is necessary to really make a dent in the problem. Our nation's continued economic competitiveness depends upon it.

Business and Industry Involvement. The private sector also must play a significant role in recognizing the skills decay problem and helping to solve it.

In a June 26, 1989 *U.S. News and World Report* article, "The Forgotten Half," Xerox CEO David Kearns, described as an education advocate, wants a "world-class work force, from senior scientists to stockroom clerks," but is noted as preferring to have the expense of training disadvantaged workers borne by others. The article describes the Xerox management, sales, and technical training facility, but notes a lack of remedial courses and that Xerox provides no formal training for clerical and unskilled personnel.

Far more enlightened is the approach taken by the Arcade Motorola plant, which, as mentioned, implemented a workplace literacy program that recognizes skills decay as a real problem for all workers.

The philosophy at Motorola must be adopted by more employers who have large or small numbers of employees with similar needs. Due to shrinking tax bases, especially in distressed areas, and the general fiscal austerity of the times, the formal education system cannot be expected to remedy the problem of skills decay on its own; to provide sole training to the same individuals that it may have successfully instructed in the past. Business and industry must share the load. The problem must not be seen as a failure of the education system, but as a natural economic evolution as changing needs must be met with all available resources. Government must help promote this program, whether it be through tax incentives or grants to smaller companies for planning and implementing such programs.

One area for development is that of technology education stations located in the workplace. Stations would aid development of academic competencies specific to the business or industry through skill-building interactive software or other education-related technology and/or associated materials. The development of stations would be a joint venture of the businesses and local education agencies.

Researching the Problem. An education-oriented research program is needed to study the ramifications of the retention of knowledge and skills and the means for incorporating results into everyday educational practice.

This includes development of a comprehensive, integrated knowledge base to tap all potential sources of education research and related information. The aforementioned gap between the ERIC database and the literature review of the ARI/Boise State University research illustrates the problem.

The newly enacted Omnibus Trade and Competitiveness Act of 1988 mandates that the Federal Department of Education play a lead role in unifying the information contained in the existing data bases of the Educational Resources Information Center (ERIC), the Manpower and Training Research Information Service (MATRIS), the National Technical Information Service (NTIS), and others. This provision was enacted because there is no comprehensive knowledge base of education and training technology and related research in any one Federal agency. While different information clearinghouses currently exist for specific applications, the lack of a unified base restricts our ability to delve further into critically needed applied research, identify and monitor previously conducted research, build on previous work, and avoid duplication of efforts.

The ability to transfer simple information, such as bibliographic citations, from one sector to the other is limited and indicates the transfer problem. For example, the Manpower and Training Research Information Systems (MATRIS) maintains a data base of abstracts of education and social science research conducted by the Department of Defense. The Educational Resources Information Center (ERIC) is a similar bibliographic and abstracting service for education. Relevant education citations can routinely be found in one and not the other. Consequently, as noted, a primary initial task in any transfer effort must be development of a comprehensive, consolidated knowledge data base.

Recommendations

1. Federal, state, and local government leaders and educators must acknowledge that the skills decay form of literacy problem exists and needs to be addressed through a comprehensive program. Government policy at all levels must emphasize knowledge and skills refreshment as being equally important as basic skills literacy instruction. The reorientation of workplace literacy programs to include such populations is imperative, as is a commitment of significantly more resources.

2. Private sector managers also must recognize that they have a role to play in updating the knowledge and skills of all employees, not just managers and professionals and not just those lacking high school diplomas. The position taken by Motorola must be adopted by more employers with large or small numbers of employees with similar needs. These organizations must be given any necessary support by all levels of government in implementing related programs, including establishment of innovative programs such as technology education stations.

3. We must establish a strong research program in the education community, to study the long-term retention of knowledge and skills and the means for incorporating results into everyday educational practice. This includes the development of a comprehensive, integrated knowledge base to tap all potential sources of education research and related information.

The legislative mandate for the Department of Education to provide such service must be supported through commitment of sufficient resources for full implementation.

IV. NATIONAL LITERACY IMPROVEMENT

We must improve literacy levels for all our population, including elementary and secondary students, young adults entering the work force, and working and nonworking adults. The demand for increased literacy skills has grown as our society has become technologically advanced. The U.S. Department of Labor estimates that today's workers will make up 75 percent of the year 2000 work force. Yet businesses report that large segments of the working population lack basic literacy skills. It is clear that the literacy standards of the 1950s will not serve us in the 1990s.

Estimates of the number of Americans who are illiterate range from 17 to 40 million, depending on the definition of literacy used. Although illiteracy is found in every community throughout the country, cutting across sexes, races, and income levels, it is most highly correlated with the poor, school dropouts, immigrants, and children of those lacking literacy skills. These must be the target populations for increased literacy improvement.

People in these groups who have severe literacy problems are defined by the Census Bureau as the "traditional" illiterates — unable to read and write English or another language spoken at home. The term "functional" illiteracy is used to define persons who are unable to master the basic reading and writing competencies needed to attain economic and educational success —to function in society. An accurate estimate of the number of functionally illiterate people is difficult, partly because the changing nature of the workplace may require a higher level of literacy than it did as recently as a decade ago.

In addition to those who lack traditional or functional literacy, a third group lacking adequate literacy lev-

els are those who have experienced what the Rand Corporation calls "skill decay" —an erosion over time of the skills once attained in an educational setting. This topic is discussed more fully in the Academic Competencies and the Workplace section of this document.

The Regents propose a comprehensive effort to help persons with low literacy skills. The proposed program relies on the expansion of programs to provide parent literacy, an increase in the current demonstration efforts to implement workplace literacy programs, and a strong linkage with the literacy mandates of the recently enacted welfare reform bill.

The success of this approach depends on the involvement of entire communities in the drive to raise their residents' literacy levels. A community effort must ensure high quality programs that are accessible to those who need services and coordinated with existing welfare, education, and child care programs. Individual components of the Regents comprehensive effort are outlined below.

Parent Literacy

As noted in the Academic Competencies and the Workplace (Section III) discussion in this document, research indicates the need to consider the home learning environment and preschool experience of students as factors in their ability to achieve on a par with their peers.

For years, research has shown that poor and minority children and those from single-parent households achieve at significantly lower levels than other children. Our education system strives to help these children through early intervention and Federal and state compensatory education programs, but we neglect to link such efforts to the parent and the typically poor home learning environment.

The Adult Education Act has served since 1965 as the Federal government's principal program for assisting adults to gain basic literacy skills. Like remedial efforts at the other end of the school-age spectrum, the Adult Education Act has not had the policy direction or resources to bridge the literacy gains of the adult and the growing educational needs of the child at home. We need to develop such linkages as one effort to break the generational cycle of low literacy.

In its 1987 report, *The Subtle Danger: Reflections on the Literacy Abilities of America's Young*, the Educational Testing Service (ETS) chronicled the substantial influence of parental education background on the literacy test scores of students. They expressed concern that a large proportion (27 percent) of youth under age six are currently living in poverty families, many headed by single parents. These are the children most at risk of remaining at low literacy levels because their parents are unable to provide a good home learning environment. ETS concludes that, "In the absence of comprehensive efforts to bolster the literacy proficiencies of these young parents, their children will be at a serious disadvantage in the schools and in the future labor markets of the nation."

It is clear that we must begin now to develop linkages between existing programs designed to improve the education and literacy of adults and those that focus on educationally disadvantaged and at-risk children.

Public library services support preschool learning and encourage children and parents to learn together. Many adults seek literacy training because they want to help their children learn and to share reading with them. Story hours are an important part of preschool experience for children and their parents. Toddler programs that bring very small children and their parents together to the library provide the basis for later, more independent use of libraries for continued learning. Cooperation among public libraries, day care centers, schools, and community organizations provides linkages needed for expanded parent literacy.

Parent education courses provided by community-based organizations and schools that teach young and first-time parents the basics of child rearing must always include a component on the importance of a good home learning environment. These parents should be encouraged, and given the opportunity, to enroll in adult education and high school equivalency classes to further this goal. Parent-sponsored groups such as parent-teacher associations and Boy and Girl Scout Clubs should provide outreach to their members and to other parents, stressing the importance of parent-child home learning. To the extent possible, schools and preschool programs such as Head Start should attempt to help parents understand the need for educational interaction at home.

While these suggestions are voluntary efforts that can be made in conjunction with existing local programs, Congress has also begun to explore federally funded programs to promote parent-child literacy linkages. As also mentioned in Section III on academic competencies and the workplace, the recently enacted Even Start and Family-School Partnership programs focus on the parent and child as one unit while specifically addressing the need to develop parent-child literacy linkages.

Workplace Literacy

In addition to the skills decay literacy problem described in Section III, we must not discount current

and expanding workplace literacy activities. We must work toward Federal implementation of workplace literacy programs in each state. The Congress took initial steps in this direction last year in the Federal fiscal year 1988 Continuing Resolution by amending the Adult Education Act with a new section for workplace literacy programs. The program subsequently received a five-year authorization as part of the Hawkins/Stafford Act.

Approximately $9.5 million was appropriated for the program in fiscal year 1988, with the funds distributed by the Secretary of Education as discretionary grants. While this first step was heartening, the funding level was disappointing since unofficial estimates of the literacy problems of adult workers indicate that an nationwide effort closer to $500 million is needed. Indeed, during the first year of funding for the program, the U.S. Department of Education received 342 applications totalling a requested $83 million, nearly ten times the amount available. Funding for fiscal year 1990 is increased to about $20 million, but the need has proven to be much greater.

Pilot workplace literacy programs have been successfully implemented in plants and businesses in several states. The Rochester (NY) Products division of General Motors enrolled more than 500 employees in its State-sponsored workplace literacy program within a year of its beginning in May 1986. Working in cooperation with the State, the company union, and its local school district, Rochester Products was able to help its employees earn high school equivalency diplomas and to improve their skills for higher level company jobs.

These pilot projects have been successful because they are cooperative ventures among state education agencies, local school districts, and/or community based organizations, unions, and businesses. The Federal government has a significant role to play in worker literacy, however, and must commit greater financial assistance to states.

Welfare Literacy

There is also a critical need for improving education and literacy levels of those in our communities who rely on the current Aid to Families with Dependent Children (AFDC) program. Research shows that a lack of education and literacy skills is the prime deterrent to finding adequately paid, meaningful work for most people receiving public assistance. Recent studies indicate that, contrary to widely held perceptions, a majority of those receiving AFDC and other governmental support payments seek employment (or upgraded employment) as the means to self-sufficiency. Most recipients indicate that they are eager to work and are willing to take advantage of job training programs when they are available and accessible.

The job skills and education level of many public assistance recipients are inadequate to qualify for some job training opportunities, denying them access to even entry-level jobs. If our goal is to help public assistance recipients become more productive and employable citizens, we need to establish a comprehensive program to upgrade their current capabilities and readiness for training or employment.

Like the national need for a workplace literacy program, the Federal government has a large stake in helping public assistance recipients get off public assistance and into meaningful, productive jobs. The Family Support Act of 1988, the first major overhaul of the Federal welfare system, was enacted into law in October 1988. A major component of the new Act is an employment, education, and training program for public assistance recipients called the Job Opportunities and Basic Skills Training program (JOBS). With $600 million in Federal funds in fiscal year 1989 growing to $1.3 billion by fiscal year 1995, states are mandated to provide a comprehensive system of education and training to certain recipients to help them become self-sufficient and leave the welfare system.

Although the JOBS program will be administered by the Federal Department of Health and Human Services, the Act mandates coordination with both Federal and state education agencies. It is too early to tell how successful this approach will be, but Congress is to be commended for insisting that comprehensive services be provided. While not specifically mandated in the Act, Adult Education and other existing education networks and programs may be used to provide services to eligible public assistance recipients. Transportation and child care services must also be provided to ensure participation by parents, those living in rural areas, and others who are most in need of services.

Community Literacy

Suggested programs to address parent, workplace, and welfare literacy are aimed at improving the literacy levels of specific segments of our population. Although it is critically important to focus on groups having literacy deficiencies, we also must continue to raise and refresh society's general literacy standard as our economy and our education system advances.

This need for improved community literacy is evident when two factors are considered. First, the majority of working Americans who are considered to be at least functionally literate have been out of the secondary or postsecondary school setting for many years. While

these adults do not have a literacy problem by any definition, it is important that their skills be refreshed so our society can keep pace in a competitive world.

Second, several recent studies and reports have been highly critical of the knowledge base of many of our high school and college graduates. The media is replete with examples of people without basic knowledge of the history and culture of our nation and other peoples, international affairs, geography, and science.

These two illustrations point toward the need to generally raise the literacy levels of our communities. Programs must focus on refreshing knowledge learned in school and provide additional learning opportunities in the areas of new knowledge. We must have opportunities to learn and understand the cultures of other individuals in our own communities and the nation.

Our libraries, community and volunteer organizations, community colleges, and other education institutions should lead in improving community literacy through coordinated community literacy plans, programs, classes, and outreach efforts. Although current service providers help improve education and literacy levels for many segments of our population, a more concerted effort must be made to focus on general community literacy issues.

Community Awareness

Efforts to remedy the literacy deficiencies of specific segments of our society cannot be successful without the understanding, support, and involvement of entire communities. Individuals who lack education and literacy skills are still stigmatized in schools and the workplace. It is important that there be community understanding so those seeking help are encouraged and assisted without loss of pride or position.

Project Literacy U.S. (PLUS), launched in 1986 by The American Broadcasting Company and Public Broadcasting System, is one good example of the effort needed to make people aware of the problem of low literacy by inviting them to get involved in programs to help others. By initiating a campaign to establish state and local PLUS programs, the national PLUS effort has made great strides towards educating the public about the problem while cultivating new resources to address it. Voluntarism is important to successful literacy programs. PLUS, New York's Literacy Volunteers of America, and programs established under Title VI of the Library Services and Construction Act can provide models for nationwide replication.

To stop the decline in literacy levels, we need greater efforts to develop community awareness about the problem. Alliances among schools, libraries, and community agencies that are fighting low literacy must be developed to coordinate and publicize existing efforts. This kind of community involvement and awareness can only help to reduce the stigma of those with low literacy levels and encourage them to seek help.

Literacy Legislation Pending in Congress

Comprehensive bills to improve the literacy skills of Americans have been introduced in both the House and Senate and are scheduled for action during the 101st Congress. In the Senate, S.1310, the National Literacy Act of 1989, introduced by Senator Simon (D-IL), has been approved by the Senate Labor and Human Resources Committee. The House Education and Labor Committee has begun hearings on its bill, the Adult Literacy and Employability Act of 1989, sponsored by Rep. Sawyer (D-OH).

Both bills increase authorized funding for existing Federal literacy efforts, such as the Adult Education, Even Start, and Workplace Literacy Acts, but they also focus on better coordination of all literacy efforts. Key provisions in both bills create state literacy resource centers and a National Center for Literacy to conduct related research and act as a clearinghouse for information on literacy programs.

Recommendations

1. Congress should enact a compromise version of the Simon-Sawyer literacy bills, which provide significant increases in authorizations for existing Federal literacy programs. Increases in appropriations should follow passage of the bill. Specifically, the Workplace Literacy program should receive minimum funding of $50 million for grants to states, and the library literacy programs under Title VI of the Library Services and Construction Act should be more adequately funded.

2. The final bill should include the Senate provision for a Families for Literacy program, authorizing the Secretary to make 10 demonstration grants to fund establishment of intergenerational learning programs for children under age three and their parents. Such programs improve the link between parent and child literacy by encouraging parental involvement and providing support, counseling, and information on growth and development.

3. Community literacy and awareness programs, such as the Project Literacy U.S. campaign and Literacy Volunteers of America, should be funded, in part, by the Federal government. Community awareness literacy plans and programs should be coordinated among schools, libraries, and other public agencies.

V. THE PROFESSION OF TEACHING

We must have a renewed Federal commitment to commission the best possible individuals to enter the education profession. This is an issue that cannot wait for reauthorization of the Higher Education Act but must be addressed immediately. A 1988 Rand Corporation study, *Assessing Teacher Supply and Demand*, indicated that over one million teaching positions will have to be filled between now and 1995. In New York State, 89,000 vacant positions will have to be filled between the 1987-88 and 1991-92 school years, 26,000 by *new* teachers. The shortage of teachers in cities will be a particular problem with 13,300 of the 26,000 new teachers needed in New York City.

A complicating factor is that new teachers in urban areas should be from underrepresented groups to improve the existing ratio of minority teachers to minority students—27 percent to 79 percent in New York City. In addition to recruiting new teachers for the nation's urban school systems, the need is also great in rural areas where recruitment is hindered by geographic isolation and lower salaries.

We must address the gap between supply and demand by designing and implementing teacher education programs that emphasize the unique requirements of urban and rural teachers. In this section, we support three main vehicles for accomplishing these goals: a National Teacher Corps; a Career Opportunities Program; and a loan forgiveness program. The development of these three programs within the context of pending Federal legislation such as the recently introduced Kennedy and Pell bills (described below) should help solve the problem.

A NATIONAL TEACHING CORPS

Until 1982, there was provision for a National Teacher Corps under the Higher Education Act. Implementing a new Corps will do much to address the nation's need for teachers. In New York State, it would help address our immediate need for teachers and supplement our existing State program of student tuition aid, including the Tuition Assistance Program and our new Teacher Opportunity Corps. The latter program supports counseling and the efforts of colleges to adjust their programs to meet the unique needs of urban education.

The Regents support enactment of an updated version of the Corps similar to that proposed in the recent bill introduced by Senator Kennedy that is described more fully below. However, the following elements should be included in the program.

Recruiting and Supporting New Teachers for Urban and Rural Areas. To attract sufficient numbers of talented individuals, particularly minority group members, into teaching in both urban and rural areas, we must tap new sources of prospective recruits. Two-year college students and four-year college graduates with noneducation degrees should be targeted.

In Fall 1986, only 13 percent of total undergraduate enrollment in New York State were black and 8 percent were Hispanic. From 1980 to 1986, minority enrollments in our four-year undergraduate programs declined 7.1 percent for black students and increased by only 12.7 percent for Hispanics. At the same time, enrollment for black and Hispanic students has increased by 24 percent and 40.5 percent, respectively, in two-year colleges.

Many individuals with baccalaureate degrees in an area other than education might also be recruited with a little extra effort. Tapping these previously unused sources for potential teachers will help reduce shortages.

Resources and Activities for Two-Year College Students. To attract two-year college students, we propose that a National Teacher Corps fund collaborative relationships between two-year and four-year schools; provide two-year college students with special counseling, academic support, and training on how to tutor and teach; and provide stipends to support summer field experiences in school settings. Such funding also could help develop working relationships between higher education institutions and local education agencies to facilitate hiring of graduates.

The program would support stipends to supplement Federal and state tuition aid. Stipends would be available for the junior and senior undergraduate years and fifth-year graduate programs if a state requires a graduate degree for full licensure and/or certification. The availability of stipends would help counteract the reluctance many students have to commit themselves to heavy loan obligations after graduation.

Funds also would be provided to assist higher education institutions to adjust their programs to meet the special preparation needed for service in urban or rural school environments. These modifications/adjustments would be developed with practitioners in the elementary and secondary schools.

Resources and Activities for Graduates of Baccalaureate Programs. The potential for attracting four-year graduates who have not majored in education will be greatly enhanced if graduate programs

similar to those funded under the original Federal Teacher Corps are funded again in the 1990s. Funds are needed to support mentoring teams of higher education staff and local practitioners for master's level programs and to supplement Federal and state tuition aid programs with stipends. Support should also be provided to adjust and/or implement relevant master's level programs for individuals who have no previous education experience and who want to teach in urban or rural schools. Aid also should be provided for summer student teaching experiences.

REVIVING THE CAREER OPPORTUNITIES PROGRAM

The Regents also propose the resurrection of the Career Opportunities Program (COP), which was administered by the United States Office of Education between 1970 and 1977 to focus specific resources on a career ladder approach to recruiting and preparing prospective teachers.

The federally supported Career Opportunities Program was part of the 1960's move to define and establish more positive career opportunities for paraprofessionals in human services, particularly in public schools and mental health and health care agencies.

Over its seven-year history, the Career Opportunities Program involved more than 20,000 people in an advancement program for teachers' aides who wanted to become teachers. While a few local school districts and colleges offer similar career ladder opportunities to paraprofessionals, its nationwide impact ended in 1977. Thus the collaborative efforts that enabled disadvantaged women, returning Vietnam veterans, and other low-income people to enter careers in education, for the most part, have been lost as a resource for workers and employers alike.

In New York State, approximately 30,000 teaching assistants and aides—12,000 in New York City alone—are employed in the public schools, most in the five largest cities. They are demographically representative of the community and school-age population, making them a primary recruitment pool to address minority teacher shortage needs.

Furthermore, the conditions and assumptions that led to the earlier development of the new careers movement in the 1960s and 1970s generally are still valid, including:

- A national teacher shortage;
- Recognition that paraprofessionals contribute meaningfully to schools and that the school experience can enhance the prospective teacher's formal education;
- Some teaching tasks can be performed by paraprofessionals to complement and increase the "instructional time" of the teachers; and,
- Disadvantaged youth, women, and others still need to be integrated into the work force, preferably with job opportunities that are not dead-ended.

Timely Revival to Support School-Based Reform. We should explore a Career Opportunities Program in light of today's educational reform movement. The knowledge and skills required of paraprofessionals and the potential role they can play in revamped schools of the future have increased and need to be reevaluated. With expanding roles and responsibilities of teachers, restructured schools, school-based management, and mentoring of first-year teachers, teaching assistants' roles and responsibilities also have been affected. The introduction of new instructional strategies and technology, such as Computer Assisted Instruction, have created new ways for teachers and paraprofessionals to interact as an instructional "team."

Linkage with National Teacher Corps. An updated version of the Career Opportunities Program would feature flexible program models and strategies to assist employed, part-time students to pursue teacher education both at community colleges and four-year institutions.

Although postsecondary enrollments in general are shifting from full-time to part-time, full-time undergraduate enrollment in teacher education still is high, because of the difficulty in completing such a program on a part-time basis. Courses that have field experience components and supervised student teaching are difficult for working adults to fit into their schedules.

Compounding the difficulty, teacher education programs often cannot justify stretching their limited faculty and department resources to offer a full complement of late afternoon/evening and summer courses for a relatively small percentage of part-time students.

At present, there is no incentive for teacher education programs within existing resources to develop model programs for part-time students and to recruit and serve this "harder-to-serve" population. The Career Opportunities Program could provide the impetus for renewed efforts between two- and four-year college administrators and school district staff developers to implement improved pre- and in-service training opportunities for paraprofessionals that would facilitate true career mobility and help address critical teacher shortages.

As part of a three-point legislative proposal for Federal action, the Task Force on Minority Teachers of the Forum of Educational Organization Leaders and

the Higher Education Secretariat have proposed a Support Program for Teaching Career Ladders or Career Changes to Teaching to be funded at $20 million nationally. Since we know that earlier career opportunities activities had significantly low dropout rates and were effective vehicles for recruiting minorities and other low-income people into the teaching profession, the Regents propose that the amount of funding be increased to $25 million and that the development and support of teaching career ladders be emphasized. We also support career opportunities provisions of such pending legislation as Senator Pell's "National Teacher Act of 1989."

LOAN FORGIVENESS IN EXCHANGE FOR TEACHING SERVICE

The Regents propose a loan forgiveness program to help retain newly certified teachers by helping to offset the cost of obtaining their initial teaching credentials while they pursue graduate education toward permanent certification.

The program should be developed and administered through state education agencies using the mechanism of an approved state plan to facilitate coordination with state-funded scholarship and fellowship programs to recruit and retain teachers. Through state administration, the loan forgiveness program also could be tailored to a state's teacher supply and demand problem whether it be the recruitment and retention of historically underrepresented minorities; shortages in selected subject areas such as mathematics, science, and occupational fields; or geographical shortages in rural or urban, inner-city schools. The state plan would detail the shortage areas to be addressed, the rationale and criteria for making loan forgiveness awards, and the administrative mechanism to carry out the plan.

The teacher shortage problem in New York State, like other states, is multidimensional, and a comprehensive approach is needed to address all its ramifications. While scholarships and fellowships address the need to provide financial assistance to minorities and other individuals to enable them to enter the teaching profession, the loan forgiveness program would provide a financial incentive to retain new entrants to the profession, including minority group members.

According to the 1988 *Metropolitan Life Survey of the American Teacher*, despite an improvement in teachers' salaries and morale in recent years, a disturbingly substantial number of young black and Hispanic teachers report plans to leave teaching within five years. In the national sample of 1,208 public school teachers, of which 25 percent were black and Hispanic, an alarming 41 percent of the black and Hispanic teachers surveyed said they would probably leave teaching within the next five years, as against 25 percent of the white teachers surveyed. Furthermore, the 41 percent included more than half of the black and Hispanic teachers with less than five years of experience and 21 percent of those minorities who said they were "very satisfied" with their careers. The loan forgiveness program could help provide a financial incentive to stay in teaching and offset the attraction of better paying jobs in business and industry.

The loan forgiveness program also could be used to encourage women to become certified in subject areas where they are traditionally underrepresented. This would provide more female role models in subject areas such as mathematics, science, and occupational fields.

A loan forgiveness program also could be used by states to address the shortage of qualified teachers in rural and urban locations. Most states, including New York, have a system of identifying school districts that need to hire unqualified teachers after demonstrating efforts at recruiting qualified teachers. This practice is usually monitored by state education agencies through the issuance of temporary licenses. In New York, the greatest incidence of temporary licensure occurs in rural and urban school districts. At the state level, a mechanism could be developed to match eligible loan forgiveness candidates with these rural or urban school districts in lieu of the issuance of temporary licenses.

For large urban school districts, the practice of employing unqualified teachers because of the teacher shortage usually can be narrowed even more specifically to particular school buildings, frequently in inner-city locations. The loan forgiveness program would create a fresh supply of qualified teachers for these "hard-to-fill" vacancies.

The loan forgiveness program would be a timely financial reward, particularly for new entrants to the teaching profession, who also must continue their academic careers while working toward permanent certification. This requirement to continue graduate study puts an added financial burden on individuals who select teaching over another career. Furthermore, a recent National Center for Educational Statistics report indicates that graduate study in education is underfinanced compared to other fields.

That report, *Student Financing of Graduate and Professional Education: A Report of the 1987 National Post Secondary Student Aid Study*, concluded that while graduate students in education comprised the largest proportion of all post-baccalaureate students, they received a very small proportion of available financial aid. Only 13 percent of master's-level education students received fellowships or grants. The average amount of assistance for education graduate stu-

dents is lower than for all other fields surveyed, including arts and humanities, business, engineering, social science, and natural science. The loan forgiveness program would help redress some of these financial disincentives.

Pending Federal Legislation

Many recent bills have been introduced in the Congress that seek to address problems in education personnel supply and demand. Two of the more prominent ones have been presented by Senators Edward M. Kennedy and Claiborne Pell. A combination of both would help alleviate many of the problems we face.

Senator Kennedy's "Teacher Recruitment, Training, and Professionalism Act of 1989" would promote collaboration by state education agencies, institutions of higher education, and local school districts to work on problems of teacher recruitment, preparation, and staff development. It would reinstate a National Teacher Corps and also includes provisions that seek to increase the number of minority teachers and teachers in bilingual, early childhood, mathematics, and science education and education of children with disabilities. It has various types of financial aid programs to assist these aims, including a measure to forgive Stafford loans for those who teach in poverty areas.

Senator Pell's bill, the "National Teacher Act of 1989," supplements the proposed activities in the Kennedy legislation. It also would establish a loan forgiveness program through which junior- and senior-year loans would be forgiven over a five-year period for teaching in a Chapter 1 school. Other provisions would help minorities who are support staff or paraprofessionals in schools to become teachers; establish a demonstration project to investigate the impact of class size on teaching; and, develop a series of national and congressional district teacher academies.

Recommendations

1. The Regents generally support the provisions of the Kennedy and Pell bills, especially those that reinstate a National Teacher Corps and attract and train minority group members and others to teach in urban and rural settings in germane subject areas. The program should be directed, as we have proposed, toward two-year college students and four-year college graduates with noneducation degrees to tap new sources of potential teachers.
2. Congress should reestablish a Career Opportunities Program to focus resources specifically on career ladder approaches to recruiting and preparing prospective teachers. Related provisions in the Kennedy and Pell bills could be combined to provide a good start in this direction. We believe that such a program should extend beyond teaching to include the training of individuals as support staff and paraprofessionals in schools and, for that matter, in other human services organizations and agencies.
3. Congress should enact a national program of loan forgiveness, such as the Kennedy and Pell proposals, in exchange for teaching service. This should help retain newly certified teachers, especially minority group members, in the profession, and address subject area and geographical shortages.

VI. 1991 REAUTHORIZATION OF THE HIGHER EDUCATION ACT: AN OVERVIEW OF ISSUES

In anticipation of the scheduled 1991 reauthorization of the Higher Education Act, the Congress, education organizations, and others have begun to develop strategies for improving the law. In this section, the Regents identify issues to provide a series of talking points from which our reauthorization recommendations would ensue. A more definitive statement will be included in the 1991 Federal brochure. Other postsecondary-related sections of this brochure address some of our immediate concerns and would form the substance of the discussion in the 1991 brochure.

The recommendations are made within the context of our long-standing goals for postsecondary education: excellence, access, diversity, and effective use of resources. Following are overviews of those issues we feel must be addressed by the reauthorization.

Assuring Access to College

As a society, we have a moral obligation to equalize higher educational opportunity for prospective students. We believe that assisting poor students to better their lives through higher education is the right thing to do. We also realize that providing equal higher education opportunity directly benefits the nation through a more aware and educated citizenry participating in the democratic process and a better educated work force contributing to the economy. The nation also has acknowledged a responsibility to minority members to assure that they are not discriminated against and to redress past discrimination where possible.

A large share of the nation's minority population is poor. Low-income people and minorities are significantly underrepresented in American higher education, and

their participation has been declining since 1981. Between 1980 and 1986, the gap in the nation's college entrance rates for whites and nonwhites widened from less than one percent to nearly 14 percent — a greater gap than the average for the 1960s. Since 1981, participation of students in the lowest income group (the bottom 10 percent of the family income distribution) also has declined steadily, to 77 percent of the peak participation reached in the mid-1970s.

The availability of Federal student financial aid is certainly an important factor affecting the participation of these groups in higher education. Aid policy and programs must address the problem of underrepresentation.

Another aspect of the higher education role in increasing access to education for at-risk youth is illustrated by New York State's Liberty Partnership program. This is the first comprehensive effort by any state to provide compensatory and supportive services to intermediate, middle, junior, or senior high school students who have been identified as being at risk of dropping out of school. It provides funding to higher education institutions and other organizations that provide such special services for at-risk pupils as skills assessment, testing, tutoring, academic and personal counseling, family counseling and home visits, and special course work and enrichment activities, and that provide professional development activities for the faculty and staff who work with at-risk students. Its purpose is to increase student motivation and ability to complete high school and enter college.

The Federal government should actively encourage and support efforts by states to adopt such programs. The Regents urge the Congress to create a National Liberty Partnership Program that would stimulate such activity by matching dollar-for-dollar state expenditures for comprehensive programs to provide special compensatory and support services for elementary and secondary students identified as being at risk of dropping out. This Federal effort would be similar to the State Student Incentive Grant program that successfully stimulated the creation or expansion of student aid programs by states.

During this year the Regents and the Department, in consultation with our colleges, universities and other concerned parties, will consider various approaches to improving federal financial aid, including the New York Liberty Scholarship.

Graduate Study and Teaching Careers for Underrepresented Group Members

Minority group members, particularly those of black and Hispanic descent, are underrepresented at all levels of higher education, but at the graduate and first-professional levels the problem is most pronounced. In New York State, black and Hispanic persons comprise 23 percent of the population, but receive only 18 percent of associate degrees, 12 percent of baccalaureates, 9 percent of master's degrees, and 6 percent of first-professional and doctoral degrees. Minorities are particularly underrepresented in mathematics, scientific, and technical fields, librarianship and information science, and in licensed professions such as medicine, dentistry, and law.

Nationally, minorities comprise an increasing proportion of the college-age population, yet their participation in American higher education has steadily declined in the 1980s. This is a disturbing trend for the nation if we are concerned with equity in higher education. That a significant proportion of the nation's population is excluded from leadership positions in society because they do not have the required advanced training at the graduate and professional levels is simply unfair. For the health of the nation's economy, underrepresented group members should be encouraged to pursue advanced levels of education. The nation will need highly trained professional employees to replace existing workers and to fill newly created positions as our economy becomes more technologically oriented.

Many policymakers believe that underrepresentation at the graduate and first-professional levels must be remedied by actions all along the educational "pipeline" — creating a pool of minority students qualified to go on to graduate and professional study. Larger numbers of minorities should be encouraged to enter the teaching profession to address educational problems in their own communities and to serve as role models. The Federal government must examine ways to encourage minority participation at all levels. Programs can be keyed to minority group members to remedy historic underrepresentation in professional fields or directed to low-income students, many of whom are minority groups members.

A Proper Balance between Grants and Loans

Society has decided that having a college-educated citizenry benefits the nation as a whole, so it has been willing to provide grants to needy college students to pursue higher education. Students also receive individual benefits from a college education, so they are willing to pay part of the cost of their own education from current income and through loans from future income. The question is whether the Federal government is providing a sufficient level of subsidization through grant aid or asking students and their families to take on too much of the burden.

The emphasis in Federal financial aid to low-income students has shifted from grants to loans. Since 1980, low-income students have had to shoulder a steadily increasing portion of the cost of college attendance. For example, the maximum Pell grant for a low-income student attending a public two-year school covered half of the direct and indirect college costs in 1980. At present, it covers only 35 percent, and the maximum Guaranteed Student Loan will not make up all of the remainder. Low-income students may have to borrow from more expensive loan programs to make up this difference.

During the period of shift from grants to loans, the participation of low-income students in American higher education declined significantly. Low-income students generally view student loans less favorably than affluent students. Many low-income students are less prepared for college and, thus, face a greater risk of dropping out — receiving no benefit from their loan obligation. They may not be able to afford the additional expense of a loan because of family support obligations and tend to obtain less well-paying jobs after graduation.

Federal grant aid is generally unavailable to assist middle-income families to finance the college education of their children. Middle-income students have been forced to take on significant loan burdens, especially if they attend independent institutions of higher education. Accounting for all expenses — tuition, fees, room, board, books, transportation, and personal items — the average bill at independent four-year institutions for students who live on campus currently is $14,326. Some believe extensive loan obligations are effectively "pricing out" low- and middle-income students from independent higher education.

The balance between grant and loan aid has significant implications for equity and choice in American higher education. Federal policy and programs must carefully consider that balance.

Encouraging Study in Areas of National Need

Our national well-being requires that more Americans study foreign languages, mathematics, and the physical sciences. It also requires that more Americans enter engineering, nursing and other health professions, librarianship and information science, and teaching careers in elementary, secondary, and higher education. While American colleges and universities granted 213,971 baccalaureate degrees in the natural sciences and engineering in 1986 (compared to 175,395 first degrees in Japan and West Germany combined), they represented only seven percent of all American baccalaureates. The National Science Foundation recently predicted that the United States would need 675,000 more scientists and engineers in the year 2006 than would be available.

A 1988 survey revealed one of ten jobs for registered nurses was unfilled nationally. According to the American Hospital Association, one of eleven hospital jobs for speech-language pathologists is vacant as is one of six jobs for physical and occupational therapists. By the end of this century, the national demand for physical therapists is expected to double.

The availability of qualified college and university faculty in almost all disciplines is a growing concern. In New York, colleges and universities have difficulty recruiting qualified faculty in engineering and the engineering technologies, computer science and data processing, mathematics, the physical sciences, and nursing. These difficulties are shared by institutions nationwide. The American Council on Education's report, *Campus Trends, 1989*, reveals that four of ten colleges and universities face faculty shortages in computer science and one of four in mathematics and in the health professions. The high proportions of doctorates awarded in some fields to foreign nationals exacerbate the nation's shortages. For example, one of every two engineering doctorates is earned by a foreign national, according to the National Science Foundation.

These are *current* shortages; they require strategies other than traditional recruitment of undergraduates to graduate study and academic careers. However, the aging of the professorate clearly will lead to similar shortages in virtually every discipline, unless we take effective steps now to attract their prospective successors to doctoral study.

To address these needs effectively, Federal policies and programs must assist the states and colleges and universities to:

- encourage more persons to major in foreign languages, engineering, mathematics, the physical sciences, nursing and other health fields, librarianship and information science, and teaching;
- prepare elementary and secondary teachers who will instill in pupils an interest in those subjects and, thereby, increase the number of persons preparing for such careers; and,
- attract increasing numbers of Americans to doctoral study.

Adequate Postsecondary Facilities and Equipment

In New York and nationwide, the adequacy of the physical plant at many colleges and universities con-

tinues to be a serious concern. Facilities are aging; many are obsolete; some have suffered from deferred maintenance; others no longer meet the needs of an institution's mission. They must be replaced or modernized.

Adequacy of instructional equipment also continues to be an issue. In 1986, 90 percent of the New York colleges and universities responding to a survey of equipment needs reported problems in acquiring instructional equipment. For half, the problems had existed for five years or more. Their unmet need in scientific and technical areas amounted to $40 million. The negative effect on instructional programs is apparent.

New York's colleges and universities are not alone in experiencing problems in acquiring and maintaining current instructional equipment. National reports have demonstrated similar conditions. In a 1986 report, *Undergraduate Science, Mathematics and Engineering Education*, the National Science Board found that "Laboratory instruction, which is at the heart of science and engineering education, has deteriorated.... Too frequently it is conducted in facilities and with equipment that are obsolete and inadequate." A study by the National Research Council reported that "One retired executive of a large U.S. corporation recently reported that, upon visiting his alma mater, he found engineering students in the laboratory using the same equipment he had used in the 1930's."

The problems of aged, obsolete, and worn-out facilities and equipment at our colleges and universities are significant and will not go away by themselves. They threaten the quality of American higher education. Federal policies and programs must help states and institutions to address them effectively.

In addition to solving problems related to instructional facilities and equipment, we must fully support National Science Foundation programs for upgrading and maintaining the corresponding research infrastructure.

Promoting Linkages between Colleges and Schools

Linkages between schools and colleges are desirable because they can reduce duplication of subject matter between curricula, ease student transition, strengthen educational offerings, and enhance understanding by schools and colleges of each other's concerns, interests, and strengths. In New York, the Regents have encouraged schools and colleges to develop such partnerships. Federal policies and programs must assist states and the institutions to do the same.

Promoting Voluntary Service by the College Community

Volunteer community service is an American tradition. Best symbolized by volunteer fire fighters and the Red Cross, it is seen also in the work of volunteers in hospitals, ambulance services, and a host of other service organizations.

Over the past several years, there has been growing support for the idea that students should be given greater encouragement to provide service. The 1985 creation of Campus Compact, a national organization of colleges and universities that encourages voluntary community service by its students, illustrates the nongovernmental role in this area.

The 101st Congress considered several bills to encourage student service to the community. Some of the bills would create programs to expand the range of young persons' choices. Others sought to compel service as a precondition for receipt of student financial aid.

Clearly, approaches that would compel service do nothing to enhance the volunteer spirit. Those that expand the range of choices of an individual to include community service are far more likely to do so. Federal policies and programs must aid states and colleges to instill among students, faculty members, and all other members of the collegiate community a desire to provide voluntary service to their communities.

Recommendation

Since this is an overview discussion, we are not making specific recommendations at this time. During the next year, we recommend that the following seven critical issues shape the process of reviewing the Higher Education Act for reauthorization.

1. We must assure access and adequate aid so that the poor and members of underrepresented groups can attend and complete college, including implementation of activities similar to New York's Liberty Partnership program. During this year the Regents and the Department, in consultation with our colleges, universities and other concerned parties, will consider various approaches to improving Federal financial aid, including the New York Liberty Scholarship.

2. We must encourage underrepresented group members to pursue graduate study and teaching careers at all educational levels.

3. We must reach a proper balance between grants and loans that support participation in postsecondary education.

4. We must encourage study in areas of national need, such as teaching, mathematics, the physical sci-

ences, engineering, foreign languages, librarianship and information science, and nursing and other health professions.

5. We must support adequate postsecondary facilities and equipment, both for study and research purposes.

6. We must promote linkages among colleges, schools, libraries, and other educational and cultural institutions.

7. We must aid colleges and universities in promoting voluntary service by students, faculty, and other members of the college community.

VII. IMPROVING ACCESS TO POSTSECONDARY EDUCATION FOR UNDERREPRESENTED GROUPS

Increasing access to postsecondary study for persons from historically underrepresented groups and eliminating barriers to the completion of their studies must be key national priorities. Enrollments and degree completions of minority and other disadvantaged populations have not been proportionate to their population shares.

The implications of these trends are clear for the economic and social welfare of underrepresented groups and of all Americans. New York has begun programs at the elementary, secondary, undergraduate, graduate, and professional levels to reverse the trends. But these programs cannot be effective or reach all those who need service if they are not complemented by Federal action.

Federal statutes and the regulations that implement them must enhance access at all levels. Federal action also is needed to assure successful completions through direct program support and cooperation, coordination, and consultation with states.

The Higher Education Act (HEA)

The general structure of most Federal higher education programs was most recently revised by the Higher Education Amendments of 1986. However, budgetary and regulatory action occurs regularly, and some amendments to the Higher Education Act are desirable as well. The following programs require additional attention.

HEA Title III—Institutional Aid. The Federal government assists institutions that serve low-income and minority students and face management, fiscal, and operating problems that threaten their survival. Title III authorizes three aid programs. Part A grants may be made to institutions that enroll large numbers of low-income students and have low expenditures per student, to assist such institutions in improving "academic quality, institutional management, and fiscal stability." Part B authorizes aid to strengthen historically black colleges and universities. Part C provides challenge grants for institutions that are eligible for aid under either Part A or Part B, to assist them to build endowment funds. Challenge grants range from $50,000 to $500,000 in each fiscal year and must be matched by the institution. Funding for each part is authorized as "such sums as may be necessary." All parts must be funded adequately to meet needs.

HEA Title IV—Student Assistance. ***Student Financial Aid.*** The Federal government must reduce the economic barriers that prevent low- and middle-income students from attending the colleges of their choice. Such action is especially crucial for prospective students who are poor, disabled, disadvantaged, or only able to study part-time. At the same time, the Federal aid role is crucial for American society, to assure a well-educated population. Education helps to shape people's values. Those values, in turn, shape individual and collective decisions on issues confronting the nation. For the well-being of individual Americans and American society, the Federal government must continue and strengthen its student aid role, carried out principally through Title IV programs.

Student financial aid is a responsibility of the Federal government, states, and institutions of higher education. An adequate student aid system cannot be maintained without an effective partnership among all three in both funding and delivery. The Regents continue to be concerned that Federal, state, and institutional student aid programs, together with family contributions, meet clearly defined objectives.

Since 1980, the Regents have advocated that Federal grants to students in combination with direct payments by students and families should equal half of the actual cost of postsecondary attendance. Other Federal assistance programs, such as loans and work-study, state and institutional student aid, and family or student loan obligations should provide the remaining half of postsecondary attendance costs. To illustrate the lack of such a system, Pell Grants constituted 16.2 percent of all aid received by undergraduates in New York in 1987-88, with the State's Tuition Assistance Program providing 19.9 percent and institutional aid 17.6 percent.

In New York State, most undergraduates hold jobs as well as go to school. In 1986-87, over 87 percent of all full-time undergraduates in the State held jobs; 60 percent during both the summer and regular school terms. Full-time undergraduates who worked during the fall and spring terms devoted an average of 23 hours a week to their jobs in addition to attending school. Nearly 44 percent of them worked more than 20 hours per week and almost 22 percent worked more than 30 hours a week. Black and Hispanic students tended to work more hours per week than white students.

The Regents continue to be concerned about the balance between grants and loans in the financing of student attendance costs. We believe that loans should continue to be generally available to students and parents as a source of financing. This, however, does not mean that loans are an appropriate form of financing for all students. Loans must be repaid; they are a deferred cost to the student. The concept of grants as the basic form of student aid must be preserved, especially for the most needy, with loans as a supplement as needed. Unfortunately, it appears that the 1986 reauthorization resulted, nationally, in an increasing reliance on loans to finance student attendance.

A Joint Economic Committee of Congress report, *Student Loans: Are They Overburdening a Generation?*, points out the extent to which loans have replaced grants as the major form of student aid. Over 20 years, Guaranteed Student Loans evolved "from minimally subsidized loans of convenience for middle-income students to highly subsidized loans for needy students."

The average debt of New York students earning baccalaureate degrees in 1987-88 was between $7,000 and $9,000. It is essential that low-income students receive sufficient grant aid to assure that they are not overburdened by debt.

The Pell Grant program must be funded sufficiently to permit the maximum grant to be awarded at the authorized level. That has not been true since the 1979-80 academic year. The table below displays the discrepancies between authorized and actual maximum awards under the Pell Grant program.

Academic *Year*	Maximum *Authorized*	Award *Actual*	*Difference*	Maximum % of Cost of Attendance *Authorized*	*Actual*
1979-80	$1,800	$1,800	$ 0	50%	50%
1980-81	1,800	1,750	50	50%	50%
1981-82	1,900	1,670	230	50%	50%
1982-83	2,100	1,800	300	60%	50%
1983-84	2,300	1,800	500	65%	50%
1984-85	2,500	1,900	600	65%	50%
1985-86	2,600	2,100	500	70%	60%
1986-87	2,600	2,100	500	70%	60%
1987-88	2,300	2,100	200	60%	60%
1988-89	2,500	2,200	300	60%	60%
1989-90	2,700	2,300	400	60%	60%
1990-91	2,900	—	—	60%	—
1991-92	3,100	—	—	60%	—

The actual maximum award of $2,300 provides 60 percent of an attendance cost of only $3,833. This level of cost had already been exceeded by every sector of higher education in New York in 1983-84.

Further, the imposition of artificially low allowances for the nontuition costs of students who do not live on campus reduces their Pell Grant awards to unacceptably low levels. In New York, over 70 percent of all undergraduates live either with their families or in off-campus housing, and are disadvantaged by such allowances. The Regents urge the elimination of allowances for nontuition costs of students not living on campus; Pell Grants should be based on actual costs of attendance.

The Regents strongly urge making Pell Grants an entitlement program to ensure full funding each year. The Regents have supported this provision since the mid-1970s, and we urge the Administration and Congress to finally enact it into law. One promising approach to entitlement status has been proposed in H.R.2020, the Student Aid Readjustment Act. Under this approach, participating institutions would advance

Pell Grant awards to students and be reimbursed by the Secretary as a contractual obligation of the United States.

The Regents share the widespread concern over the problem of defaults in Federal student loan programs. The single most effective step to reduce defaults is to replace loans with grants for low-income students. Research on the subject has shown that low-income students, particularly during the first two years of postsecondary study, are most likely to default on a loan. Making Pell Grants an entitlement and thereby assuring full funding of authorized grant award levels, will be a partial step in reducing reliance on loans, thereby cutting default rates. However, simply replacing loans with the present Pell Grant program is not enough. The Pell Grant program first must be significantly enhanced, by increasing the proportion of the actual cost of attendance it will pay at a typical college, before it can serve to reduce dependence on loans by low-income students. Further, students who demonstrate need but have resources that make them ineligible for Pell Grants must continue to have access to loans. Students eligible to receive Pell Grants must continue to have access to them throughout undergraduate study.

The Regents urge the Congress not to enact new restrictions on the PLUS (Parent Loans) program as part of its effort to reduce defaults. PLUS loans do not add to a student's debt burden. They are near-market-rate loans to credit-worthy parents with no deferment of interest.

There are two other areas in which Federal student aid programs need further improvement. First, the Higher Education Amendments of 1986 made improvements in student aid applications, income verifications, and payments, but those processes still are too complex. The U.S. Department of Education should be required to further simplify and streamline the process, and reduce the cost to students of applying for Federal student aid.

Second, to give greater stability to student aid funding and improve the ability of students and families to plan to meet college expenses, the Congress should extend the forward-funding concept used for student aid programs by setting multiyear funding targets for those programs.

Special Child Care Services for Disadvantaged College Students. Under a new section of Title IV, the Higher Education Amendments of 1986 authorized "Special Child Care Services for Disadvantaged College Students." This program authorizes grants to colleges and universities to assist them in providing child care services for needy students.

A majority of the students at New York's colleges and universities are women. Many are returning to formal education after a hiatus of years and are more mature than the traditional "college-age" student. The proportion of full-time undergraduates in New York who are less than 20 years-old has been decreasing steadily. For many of these older women students, availability of child care can make the difference between the opportunities that college attendance can open and a life of poverty and public assistance dependence. New York has begun programs at its public colleges and universities to address this need.

The Regents welcome this child care activity as a complement to New York programs that cannot meet the entire need for such services. The Federal effort must be continued and expanded.

Programs for Students from Disadvantaged Backgrounds. The Talent Search, Upward Bound, Student Support Services, and Educational Opportunity Centers programs (collectively known as TRIO programs) aim to increase motivation for, and success in, postsecondary education for disadvantaged persons.

Many of the activities supported under these programs parallel State-supported efforts to serve similar populations. In a state like New York with a large population of disadvantaged youth, these programs combined do not meet the need. Careful coordination of State and Federal resources is essential along with adequate Federal funding to meet the full extent of existing need.

HEA Title V - Teacher Training and Development. Part D Title V established the Paul Douglas Teacher Scholarship Program, which provides scholarships to individuals who are "outstanding high school graduates and who demonstrate an interest in teaching." In return for scholarship awards, students are expected to enter the teaching profession. The program includes special incentives to attract students from low-income backgrounds and to encourage service in teaching economically disadvantaged students. This program complements New York's Challenger Scholarship and Fellowship program which supports undergraduate and graduate study in teaching. The New York program provides special preference to minority applicants; the Federal program should be amended to provide similar preference.

HEA Title IX - Graduate Programs. The Regents are pleased that the Higher Education Amendments established or strengthened programs to encourage increased minority participation in graduate and professional studies. These include Grants to Institutions to Encourage Minority Participation in Graduate Education; Patricia Roberts Harris Fellowships; Graduate Assistance in Areas of National Need; and

Assistance for Training in the Legal Profession. They need significant amounts of funding.

Data from the National Research Council indicate a 22 percent decline in the number of doctoral degrees conferred on black students, nationwide, between 1978 and 1988. In 1988, they received only 3.5 percent of all doctorates conferred. Hispanic students received only 2.6 percent. New York's experience is not significantly different. In 1986, only seven percent of the doctoral degrees awarded in New York were conferred on black and Hispanic scholars. In the sciences, engineering, and mathematics, the proportion was only four percent. As a result, The Regents 1988 Statewide Plan for the Development of Postsecondary Education in New York State called on each of New York's doctorate-granting institutions to increase annually by at least one the number of graduate students who are members of underrepresented minority groups in each discipline in which it offers doctoral study. The Title IX programs have the potential to provide key support for increasing the number of minority doctorate holders.

The first and third of the Title IX programs cannot be funded until "trigger points" are reached in appropriations to other programs. Funding should be provided at least to reach those points so promised access can be achieved under the statute. The authorization levels for these programs also should be increased. The Ronald E. McNair Post-Baccalaureate Achievement Program expands financial assistance for support services to aid students from underrepresented groups to prepare for doctoral studies. It should be fully funded.

HEA Title X - Improvement of Postsecondary Education. Three programs under this Title have special interest. All seek to increase access and should be funded accordingly.

Fund for the Improvement of Postsecondary Education (FIPSE). Since its inception, this program has stimulated innovative and effective experimentation among postsecondary institutions with respect to serving the needs of nontraditional and underserved populations.

Minority Institutions Science Improvement Program. This program of grants seeks to strengthen predominantly minority institutions and increase the participation of underrepresented ethnic minorities in scientific and technical careers. It is especially applicable to urban institutions in New York State.

Minority Support in Science and Engineering Programs. This program of grants to institutions with at least 10 percent minority enrollment supports programs for minority science and engineering students. It directly complements existing New York programs.

Recommendations

1. Institutional aid programs under HEA Title III are intended to improve directly the ability of colleges and universities to serve disadvantaged or minority students. New York's colleges and universities serve large numbers of such students. The Regents urge that increased funding be provided under Parts A and C of Title III.
2. The Pell Grant program should be made an entitlement program to assure that maximum grant awards can be provided to eligible students each year.
3. The Pell Grant program must be improved so that it meets a reasonable proportion of actual attendance costs at a typical college by increasing the maximum award and eliminating artificially low allowances for the nontuition costs of students not residing on campus. This and the preceding recommendation are the most significant steps the Congress can take to reduce student loan defaults.
4. Congress should enact no new restrictions on the PLUS (Parent Loan) program.
5. Congress should require that the United States Department of Education further simplify, streamline, and reduce the cost to students of the process of applying for Federal student aid.
6. Congress should adopt multiyear funding targets for Federal student aid programs as a further guide to the budget and appropriation processes.
7. The Special Child Care Services for Disadvantaged College Students program should receive increased funding to provide needy mothers with the opportunity to attend postsecondary education programs.
8. The TRIO programs need full funding. The support services they provide help keep students in school. Provisions should also be made for increased consultation with states in administering these programs, including setting priorities, awarding institutional grants, and permitting flexibility in administrative arrangements when accompanied by proper accountability mechanisms.
9. The Paul Douglas Teacher Scholarship Program should be funded to the fully authorized level of 10,000 scholarships. Additionally, the program should provide states sufficient administrative flexibility to give special preference to minority applications, in recognition of a pressing national need for more minority teachers.
10. Graduate programs should be funded at least at the statutory "trigger points" for adequate implementation. Specifically with respect to the Grants to Institutions to Encourage Minority Participation in Graduate Education program, national needs are such that funding must be substantially increased. The

Ronald E. McNair Post-Baccalaureate Achievement Program should be fully funded as an additional means for assisting underrepresented group members to attain a graduate education.

11. Increased authorizations are needed for HEA Title X, Improvement of Postsecondary Education, to ensure continued innovations for improving higher education.

VIII. EDUCATION RESEARCH AND DEVELOPMENT

The United States Department of Education has played a minimal role in education research and development (R & D) over the years. The key problem is that the Congress and Administration lack mutual trust in setting R & D priorities. The conflict is rooted in the R & D model for the Department: Congress authorizes and funds the research structure through the Office for Education Research and Improvement (OERI), but only indirectly suggests research objectives. The Administration's research agenda is advocated strongly, however, often counter to congressional intent. Funding levels generally have reflected this situation, albeit with marginal improvement in the last couple of years.

A 1988 General Accounting Office study found that, of the 13 Federal departments or agencies with the largest R & D functions, the Department of Education had the lowest fiscal year 1987 funding at $124 million in current dollars, a 33 percent drop in real dollars since 1980. The next lowest was the Veterans Administration with $210 million. Since 1987, OERI research and statistics funding has increased over 20 percent. While a positive and welcome advance, need still far outstrips dollars.

For example, as evidence of the commitment needed in any R & D effort, the Department of Defense dedicated $10 million over several years to R & D for the Job Skills Education Program (JSEP). JSEP is a computer program designed to instruct military personnel in academic skills needed to acquire job skills. In comparison, the Federal Departments of Education and Labor were only willing to spend about $750,000 to adapt the program to civilian use. This is just a single useful program. Juxtapose that level of cost with the education community's need for research into educational improvement activities, assessment, dropout prevention, and a myriad of other critical issues.

In this section, the Regents propose an alternative research structure designed to alleviate the noted distrust. This new structure targets four critical areas that can be justified as Federal responsibilities because of their national scope and need for centralized direction: 1. sponsoring a **national research program** to address specific issues of national concern; 2. building a coordinated, comprehensive **national knowledge base**; 3. developing and guiding a system of educational **assessment and evaluation**; and, 4. facilitating **technology transfer** between Federal agencies and the civilian education community.

National Research Program

A Major Project Approach. The distrust between the Congress and the Administration might be reduced by adopting a research structure similar to that used in other Federal agencies, where support and funding is done by major program area. That is, the Congress authorizes and provides multiyear appropriations for a Strategic Defense Initiative or Advanced Tactical Fighter program or cancer or AIDS research. Armed with the congressional imprimatur, the appropriate department develops and conducts a research program in that major project through government laboratories and facilities, industrial contractors, higher education institutions, and nonprofit organizations. This approach significantly differs from the model used for education R & D.

The Regents support adoption of a major project approach for education. The Department of Education, during the negotiated budget/appropriations process, would propose research agendas in selected areas such as dropout prevention, early childhood education, teacher training, or education technology development. The Congress would then authorize and fund individual research programs in those areas. The projects would be carried out through the structure proposed below.

Research Structure. The Department of Education and the Congress should establish and maintain a comprehensive research program involving Federal, state, and local governments (with states coordinating efforts within their borders); nonprofit organizations; and, higher education institutions, including individual educators, scholars, and graduate students. A clearly defined national and state structure would aid in assessing need for specific research and facilitate ongoing technical assistance and nationwide dissemination of salient findings.

The first step in building this structure is to establish apolitical national and state R & D advisory councils to provide oversight and goal-setting. State educa-

tion agencies can percolate research findings among local, state, and national levels.

The Department of Defense divides research into: 1. basic research, 2. exploratory development, 3. advanced development, and, 4. engineering development. Similar categories can be used as a framework for an education research program. They can be explained best within the context of an education illustration.

Basic Research. Problems are defined here, resulting in formulation of a relevant knowledge base; e.g., investigation of the environmental, personal, physiological, psychological, and social ramifications of dropping out of school.

This research must be centered at the Federal level where a centralized knowledge capability can provide wide access to relevant findings. The research itself could be done by nonprofit organizations and/or higher education institutions.

Exploratory Development. Continuing the dropout illustration, this research would draw from the knowledge base to develop and test alternative infrastructures, equipment, processes, and technology for potentially viable dropout prevention models. Research topics could include development of curricula, support services, computerized and other instructional techniques, administrative structures, and other model components and testing methods.

Exploratory development also would be focused best at the Federal level because of the wider coordination and dissemination requirements and because outcomes would still be tentative for practical application.

Advanced Development. This research would guide practical application of the most promising research findings to ensure that models are carefully and completely incorporated into a school or other institution with appropriate monitoring and evaluation.

States are best positioned for accomplishing this task because they have the centralized authority to consistently apply research models and review the implementation and its results under varied conditions. States also are well situated to provide technical assistance to projects, evaluate outcomes, and transmit results and other pertinent information to Federal officials.

Federal funding for state research efforts has suffered two limitations in recent years. First, with program consolidation under the Chapter 2 block grant and accompanying reduced funding, localities routinely use money for general operating expenses rather than such "extras" as R & D; or they spread money so thinly among different programs that there is no critical mass for an intensive effort in a specific activity.

Second, the funding process has been restructured into a flow-through system where money goes from the Federal government through states to localities. Thus, states cannot command sufficient resources for R & D that might aid programs statewide rather than just local small dollar trade-offs. Some localities may not receive enough money to make it worthwhile even to participate.

Title III of the Elementary and Secondary Education Act of 1965 established a grants program to states for supplementary educational centers and services. The purpose was to provide a locus of state-level funding for planning, development, and dissemination of "exemplary" programs as local models. This was an opportunity to support a state-level R & D program that again should be pursued.

We also propose creation of a Federal Research and Technical Assistance Letter of Credit for states, at their discretion according to specific need, to purchase research services or technical assistance at any current Federal education laboratory or center. The Letter would be similar to the commodity letter of credit used by some states in the child nutrition program.

Engineering Development. Engineering development can be characterized as "it works." The local educational agency or other operating unit would be assisted to test and install research models that have generated positive results. State National Diffusion Network offices would be instrumental here.

National Knowledge Base

The Federal Department of Education should play a key role in developing a national education knowledge base, including a comprehensive set of standardized statistics, in an electronic format (e.g., national definition and measurement of "dropout").

New York's **Student Information System (SIS)** could provide a model for the proposed system. It is a comprehensive, computer-based student information system being planned and developed in New York's Big Five Cities (New York City, Yonkers, Syracuse, Rochester, and Buffalo). It will include biographical, attendance, academic, course/scheduling, program participation, instructional management, and health/medical information. Authorized users (e.g., teachers and principals) will be able to, among other tasks, identify and analyze academic and attendance trends and identify and track at-risk youth. The general purpose of the system is to improve the monitoring, decision-making, and policymaking capacities of State and local officials.

Not all this information may be necessary at the Federal level or for sharing among states or localities. However, the Federal government should:

- support states like New York that have been developing information systems so that all school districts are included in networks;
- ensure development of similar computerized data systems in all states and territories to feed the most pertinent statistics to a central point; and,
- help identify those statistics, defining them for consistency (e.g., What is a "dropout?") and determining alternative collection procedures. The 1958 National Defense Education Act authorized a program to improve state statistics services that should be revived on a large scale to meet today's needs.

The Omnibus Trade and Competitiveness Act of 1988 mandated the Department of Education to lead unification of the information data bases of the Educational Resources Information Center (ERIC), the Manpower and Training Research Information Service (MATRIS), the National Technical Information Service (NTIS), and others. While information clearinghouses exist for specific applications, the lack of a unified data base has hampered identification and monitoring of research, building on those findings, and avoiding duplication of effort.

Assessment and Evaluation

The United States Department of Education should help develop improved standardized assessment and evaluation mechanisms, including collection and dissemination of information on innovative practices, indicators, and evaluation criteria; quantitative analysis models to aid decision making; effective methods for identifying, introducing, and evaluating assessment-based changes; training and support for states and others to provide technical assistance in implementing and evaluating assessment procedures and resulting changes; and uses of the latest assessment technology, including computer-adaptive testing.

The efforts of citizens, legislators, politicians, and state and local boards of education to analyze educational problems and make and evaluate reform decisions often have been frustrated by the scarcity of good information about the condition and quality of education. This situation is exacerbated by the lack of a Federal strategy to guide coordinated development of a program for national and state assessment, the relative imbalance in funding of governmental statistical and research activities, and the dearth of quality data to describe and monitor educational systems. We need valid ways for ongoing assessment.

To address some problems, the Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988 outlined measures to improve the National Assessment of Educational Progress, which provides objective information about student performance to policymakers at all government levels. The new law also mandated the use of assessment sampling techniques that produce nationally, regionally, and state-representative data in reading, writing, mathematics, science, history, geography, and civics. Achievement data will be reported to facilitate state-by-state comparisons.

The Regents support these provisions because only the Federal government has the centralized leadership and resource capacity to spearhead such a process. However, a strategy is needed to enact a comprehensive, coordinated evaluation program starting with the individual student as a unit of analysis and proceeding through ascending levels of school, school district, state, and nation.

More research and development of predictive quantitative analysis models also is needed to enable efficient use of educational data for decision making. This task requires identification or development of the models, information data bases, and testing and data collection system(s). The design should facilitate the use of assessment results to formulate or change social policy; e.g., determining whether current education systems are equitable by ethnicity, origin, and gender. In essence, knowledge is power. Teacher empowerment can only come when teachers and those who judge their work have knowledge of what is happening with our students and our schools.

The goal then is to establish an education assessment research program emanating from the Federal level to:

- investigate current assessment practices in education and other social science fields to identify strengths, weaknesses, and generalizable characteristics. This should include evaluation of current data bases, indicators, measurement instruments, and assessment systems to gauge their capacity for accurately portraying school and student performance;
- develop an assessment strategy and model(s) that address the needs of three policy audiences: the polity, the professional, and, particularly, the parent;
- examine policy enactment instruments to determine their relative efficacy and social and economic costs in prompting effective implementation; and
- research how process variables (e.g., management structures, work procedures) are managed or manipulated to produce positive outcomes such as

effective schools and teachers and socially and intellectually prepared graduates, compared to the less effective or outright failures. Attention to process helps distinguish theory failure from implementation failure. That is, if an intervention fails to produce a specific outcome according to a theory, it may result from a failure of the theory or a failure of how it was implemented. Either, of course, could have significantly different consequences.

Technology Transfer

The United States Department of Education should facilitate education technology transfer between the Federal government and the civilian sector. A factor in U.S. economic competitiveness is the degree to which we fully use knowledge and technology already developed and implemented by different sectors of our economy. For example, the Department of Defense has developed education and training software that has been adapted for civilian application.

The concept of training technology transfer between the military and education communities is not new. During World War II, the military perfected various technologies and instructional techniques that were adopted by education institutions, including the overhead projector, simulation exercises, and foreign language laboratory training programs. More current developments such as microcomputers and interactive video discs have also found their way from defense to industry and education. The Department of Defense's *Report to Congress on Education and Training Technology Transfer* outlines a number of products that might be adaptable and useful to schools.

A recently initiated transfer involves a pilot project to test the adaptability of the Army-developed Job Skills Education Program (JSEP), a computer-assisted program to instruct soldiers in basic academic skills needed for work assignments. The project has been converted for use in a local school district with civilian adults seeking vocational skills. Successful transfer would mean the expenditure of some thousands of dollars in modifications to access and adapt the results of millions of dollars in Army research.

Education receives a "trickle down" benefit from defense R & D but the interchange has been minimal. With the proficiency of the Department of Defense in basic skills instruction, technology development, and other areas, the need to secure closer connection with educational institutions is apparent.

Federal policy is assumed to be difficult to change in the short run. Therefore, a strategy must be developed for systematic access to defense education and training R & D so that the results can be made available more quickly to schools and colleges.

The Regents have recommended for several years that the "trickle down" of technology be replaced by a well-planned program of direct transfer. The process must occur in a sequacious manner so it is not perceived as diverting defense funds. A development effort is necessary to translate or adapt processes or products for schools and colleges. Federal legislation is evolving slowly in this direction, although great strides are yet to be made.

Most recently, the Regents have welcomed enactment of provisions in the Omnibus Trade and Competitiveness Act of 1988 that would establish an Office of Training Technology Transfer within the United States Department of Education. The Office would be a clearinghouse for federally developed education and training knowledge and technology available for transfer to, among other entities, state and local education agencies. This provision would expand and formalize the technology transfer process and specifically define the education community's participation.

The trade legislation also authorizes regional technology transfer centers to be operated by a college or university, or a consortium of schools, within a region. The centers would enhance technology transfer relevant to a region's economy.

Both these activities must receive an adequate appropriation and other support to be fully developed and operative. The return on such an investment should be significant, as noted above in the JSEP discussion. The training technology transfer concept, extended to include formal liaisons between the Department of Defense and education institutions, should be mutually beneficial.

Transfer should not be limited to these largely computerized applications. The military and its contractors frequently produce reports on topics relevant to the civilian education community. One recent example is an Army Research Institute/Boise State University report, *Training Procedures for Enhancing Reserve Component Learning, Retention and Transfer*, that recommends methods for aiding the training of verbal and perceptual-motor skills.

The transfer of simple information such as bibliographic citations from one sector to the other has significant gaps and reflects the transfer problem. For example, the Manpower and Training Research Information Systems (MATRIS) maintains a data base of abstracts of education and social science research conducted by the Department of Defense. The Educational Resources Information Center (ERIC) performs a similar bibliographic and abstracting service for the education community. Relevant education cita-

tions can routinely be found in one and not the other. While this situation has been improving, the need to expedite creation of a comprehensive, consolidated data base of knowledge is critical for research, evaluation, and other purposes.

Recommendations

1. A major project approach similar to that used for the Departments of Defense and Health and Human Services should be adopted for education research and development.

2. The United States Department of Education and the Congress should establish and adequately support a comprehensive research program involving Federal, state, and local governments (with states coordinating efforts within their borders), nonprofit organizations, and higher education institutions including individual educators, scholars, and graduate students. A clearly defined national and state structure would aid in assessing the need for specific research and facilitate ongoing technical assistance and nationwide dissemination of findings.

3. The Federal government should support development of computerized data systems in states and territories that would feed pertinent statistics to a central point. They should help identify such statistics, defining them for consistency (e.g., What is a "dropout?"), and determining alternative collection procedures.

4. Congress should create a Federal Research and Technical Assistance Letter of Credit to be used by states to purchase research services or technical assistance at a Federal education laboratory or center.

5. The United States Department of Education should lead unification of the information contained in the existing data bases of the Educational Resources Information Center (ERIC), the Manpower and Training Research Information Service (MATRIS), the National Technical Information Service (NTIS), and others. This would help build a comprehensive knowledge base of education and technology and related research in one Federal agency. As noted, this effort also would be a means for technology transfer.

6. The United States Department of Education should head an education assessment research program to:

- investigate assessment processes in education and other fields to ascertain strengths, weaknesses, and generalizable characteristics;
- develop a strategy to examine the state of assessment. Current systems must be evaluated as to their capacity for providing an accurate portrait of school and student performance. Evaluation must be framed within the context of addressing needs of the polity, professional, and parent;
- examine policy implementation instruments to determine their relative efficacy and social and economic costs in prompting effective implementation; and
- research the process by which inputs are managed within a school to produce positive or negative outcomes; i.e., how inputs are combined and implemented to produce effective teachers, school buildings, districts, and intellectually and socially prepared graduates. Being able to track process is critical to test new policy interventions.

7. The Regents continue to recommend that the "trickle down" of Federal technology to the civilian sector be replaced by a well-planned program of direct transfer to adapt processes or products for schools and colleges. Federal legislation is evolving in this direction and must continue to do so. Transfer provisions in the recently enacted Omnibus Trade and Competitiveness Act of 1988 must receive an adequate appropriation and other support to be fully developed and operative.

IX. REAUTHORIZATION OF THE CARL D. PERKINS VOCATIONAL EDUCATION ACT

Our nation's economy is undergoing unprecedented change, marked by greater foreign competition, a shift in emphasis from manufacturing to nonmanufacturing businesses and industries, greater use of technology in the workplace, and changing work force demographics. The changes have made our competitiveness in world markets a national and state objective. Education has become the strategic resource for accomplishing that objective.

In New York State, we are well aware of the paradoxes and challenges being created by such changes. For example, in New York City, over the last few years, the finance, insurance, and real estate sectors have produced higher job wages than those lost during the 1970s in manufacturing areas. But, these new jobs require skill levels much higher than previously expected of workers. At the same time, there is a significant number of people in New York City and other urban areas who continue to live in poverty, lacking basic and occupational skills and dependent

on public assistance to meet basic economic needs.

In areas of upstate New York State, the loss of manufacturing jobs has resulted in a significant number of dislocated workers needing education and training in basic skills and new occupational areas or facing jobs in lower paid service occupations. Many families that have managed to keep up with the cost of living do so only because they have adjusted their life styles or receive income from more than one family member.

Most experts believe that an increase in skill levels will be required for workers to succeed in the future labor market. The 1950s and 1960s demanded a work force that was disciplined to do repetitive tasks in a mass-production, manufacturing economy. This situation has changed dramatically.

As technology became a driving force, the information and service economy was born. Small businesses began to employ an increasing proportion of our work force. With these changes came new demands on our workers. Instead of workers who can do repetitive tasks and are trained for specific jobs, we now want workers who are creative problem solvers, can work in groups, are trained for a variety of tasks, and can adapt to continually changing job demands.

Workers of today and in the future must also have new types of skills to function effectively in a changing technological economy. Since they can be expected to change careers several times during their working lives, they must be able to understand and use technology in the workplace and to adapt through occupational retraining.

Workers also need good reading, speaking, writing, and problem-solving skills as well as computational ability and technological literacy. Today's basic skills are vastly different from those of twenty or even ten years ago. Our high school graduates, and those adults already in the labor market, must have many skills to work "smart" in the future.

While the major responsibility for developing and operating vocational education programs lies with state and local agencies, the Federal government plays a key role by establishing national priorities for vocational education. The Regents believe that the following seven general principles should guide reauthorization of the Carl D. Perkins Vocational Education Act (VEA):

1. Access for all secondary and postsecondary students to quality vocational education programs must continue to be emphasized, with standards of performance established through the state plan process. States that already have met these standards should be given greater flexibility for the use of Federal funds for this purpose.

2. The quality and capacity of the secondary and postsecondary vocational education delivery system must keep pace with labor force demands. Federal funds should be used to improve quality and extend the capacity of the state's vocational education delivery system.

3. Education is a primary state responsibility. State leadership is critical if program quality is to be improved and access to these programs is to be guaranteed to students.

4. A stronger system of accountability must be put in place, linking program quality to student outcome measures.

5. Partnerships must be strengthened between and among the vocational education system and systems that purchase training and services for their clients, including Job Training Partnership Act service delivery areas and private industry councils, Family Support Act (Welfare Reform) programs, employers and employer organizations, unions, state and county agencies that serve public assistance clients, and state and regional vocational rehabilitation offices.

6. Stronger linkages must be forged between vocational education programs and literacy programs, (Adult Education Act and others) including those in the workplace, to provide individuals with a continuum of instruction, from basic skills to job-specific skills, that helps them gain and maintain employment in a dynamic labor market.

7. Local education agencies, postsecondary institutions, and other vocational education providers must be encouraged to use the latest instructional and administrative technologies.

Access to Quality Vocational Education Programs

The VEA seeks to assure that all eligible individuals have access to quality vocational education programs and services and to assist states to develop, expand, improve, and modernize such programs. Currently 57 percent of the basic state grant must be set aside to provide programs and services for handicapped and disadvantaged students (including the limited English proficient), adults, single parents and homemakers, and criminal offenders and the promotion of sex equity.

Legislation should recognize that not all states have special population groups proportionate to national averages. Overly prescriptive provisions negatively affect state and local initiative to serve special populations. States and localities should have expanded flexibility for determining funding priorities that address state and local needs and considering the extent to which vocational education needs of special populations are being met through state and local funds.

We believe that if special populations are to get maximum benefit from participation in vocational education, access to the vocational education system must also mean access to high quality programs and services. The legislation must be flexible enough so states demonstrating that special populations are gaining access to quality programs and services at an acceptable level may use the funds to improve the quality and capacity of the vocational education delivery system.

Particularly burdensome is the current excess cost provision of the handicapped set-aside mandating that for nonmainstreamed programs, VEA funds can be used to cover only 50 percent of the cost that exceeds the average per pupil expenditures. Many agencies cannot meet this requirement financially and presently do not apply for funds. In an effort to mainstream students with special needs, care must be taken not to ignore the needs of students who require different intervention strategies. It is recommended that the excess cost provision be modified to permit greater local flexibility in serving the handicapped, while assuring that agencies are accountable in providing handicapped students greater access to occupational education programs.

The legislation should include incentives for the establishment of school/business partnerships that can support the move to increase access of special populations to quality vocational education programs and opportunities for employment. Through involvement with schools and colleges, businesses can become advocates for school programs as well as show students the critical link between educational achievement and satisfactory employment.

We advocate simplifying administration requirements and expanding flexibility for state and local agencies to establish funding priorities and to design and implement programs for special populations.

Improving the Quality and Increasing the Capacity of the Vocational Education System

The reauthorized legislation should continue the emphasis on program improvement to ensure that programs and services are of high quality and technologically responsive to work force needs. VEA funds should be used to increase the capacity of both secondary and postsecondary agencies to offer state-of-the-art occupational preparation programs responsive to a rapidly changing economy and workplace. Simply updating traditional vocational education programs that were designed to meet the needs of an industrial economy does not address the profound changes that have occurred in where, when, and how people work. A major restructuring of our vocational education system is needed to ensure that relevant programs are implemented. A necessary component of the restructuring process is a comprehensive curriculum and test development program that focuses on the development of a coordinated curriculum of basic skills, transferable skills, and specialized skills. New programs should be technology based. Linkages with academic programs should be stressed to ensure that programs are responsive to workplace requirements. A competency testing program should be designed to ensure that students who complete a vocational education program have the desired skills.

The existing vocational education system was built in response to an employment sector that was labor intensive and required relatively stable job-specific skills. The teachers who were hired and the curriculum that was developed were responses to those demands. However, as we move toward the 21st century, we find that the skills, knowledge, and attitudes that are presently included in our curriculum are not adequate to prepare our graduates to succeed in our increasingly sophisticated workplace. Throughout the 1980s, business and industry have expressed growing dissatisfaction with the mismatch between the skills needed for entry-level positions and the ability of high school graduates to perform them competently.

The transformation of the economy from a manufacturing base to an information/technology base has made dramatic changes in the kinds of jobs available and in the way work is performed. Gone forever are the days when a student with minimal basic skills and no job-related skills could land a well-paying job on the factory floor. Today's workers need a higher level of intellectual development to handle much more complex, and often abstract, tasks.

To ensure that appropriate education and training programs are available, we need to maintain and continue to build on the capacity of the delivery system for vocational education to offer quality programs that are up-to-date. As new demands are being placed on the work force, our schools must respond.

In the early to mid 1980s, the educational reform movement changed academic requirements and increased standards in many states. In the last few years, there has been increasing attention on revising vocational education programs throughout the country. New York was one of the first states to completely change its vocational education program in response to the changing needs of the economy and the work force.

Vocational education programs for the 1990s and beyond must have the following characteristics:

- Vocational education programs must respond to changes in the economy by stressing both transfer-

able skills and specific job skills that provide students with maximum flexibility in selecting and achieving career goals.

- Curriculum should be coordinated to eliminate unnecessary gaps and overlaps in instruction and include basic, transferable, core occupational, and specialized skills.
- Linkages with the academic program should be emphasized, especially in mathematics and science. Vocational education students must have the opportunity to receive academic credit toward a high school diploma for instruction in occupationally related mathematics and science and other areas.
- Linkages with postsecondary programs should be emphasized. As our workplace becomes more technologically advanced, a two-year secondary program may not be sufficient to provide students with the skills needed to be successful in many occupations. The development of programs that integrate two years of high school vocational education with two years of postsecondary training is one way to help ensure vocational education graduates are adequately prepared to enter the work force.
- Responding to the growth of small businesses, curriculum modules dealing with entrepreneurship skills should be included in every vocational education instructional area.
- Interdisciplinary sequences should be established so that students can combine interests to pursue a career. For example, agriculture and business can be combined to pursue a career in agribusiness.
- Competency testing should be required of all core skills through proficiency tests based on business and industry standards to ensure that students who complete a vocational education program have the desired skills.

In addition to providing students with skills needed for entry-level employment, vocational education programs must provide students with the skills needed to advance in a career or to participate in postsecondary training programs. They should provide students with skills that apply to more than one specific job, giving them the flexibility to change occupations. Funding should be provided for vocational education teachers to establish and maintain skills to meet current and future student needs.

To deliver technology-based skills to an increasingly diverse population, vocational teachers must be retrained, curriculum content modified, and programs moved to an outcome based structure. Funds will be needed for preservice and in-service training of teachers and for curriculum modification to ensure that our instructors will be prepared to deliver new skills, using new technologies, to students from diverse backgrounds with diverse needs.

State Leadership That Provides Direction, Innovation, and Reform

Education has been a primary state responsibility. The New York State Education Department has used state-level discretionary funds from the Vocational Education Act to improve vocational education programs and services for youth and adults. Besides the administration of funds through local education agencies, the State Education Department has directed research, program development, pilot-testing, linkage and coordination, dissemination and professional development activities. These activities have been developed at the State level and are made available Statewide. They reflect activities that no one agency, or group of agencies, could undertake alone. They provide a level of quality and efficiency through concentration of resources without duplication of efforts. There are five broad categories where VEA money has funded state-level activities, and the reauthorized legislation should continue to provide sufficient resources so that states can:

- Provide program administration of funds by local agencies. This requires careful planning, administration, monitoring and evaluation of local agency efforts;
- Develop and disseminate program improvements including curriculum development, in-service training for local teachers, counselors and administrators, and test development;
- Undertake innovative program development efforts that include design of model programs, pilot-testing, replication and dissemination;
- Facilitate linkage and coordination activities that combine funds from various agencies and sources to offer more comprehensive and coordinated programs and services; and,
- Provide strong leadership development for program directions. These would include policy analysis and developing leadership in local agencies.

A System of Accountability that Includes Student Outcomes

Accountability is essential to show the benefits and impact of Federal funds on the delivery of vocational

education programs and services. The accountability measures must be appropriate, consistently applied, administered in as burden-free manner as possible, and adaptable for use with the diverse populations including those with special needs. The outcome should demonstrate how Federal funds are used to benefit both individuals and the economy and how they are dovetailed with state and local funding for vocational education.

Accountability for the use of VEA funds must be a joint responsibility of the Federal Department of Education and state and local education agencies. Ongoing program quality and administrative efficiency are key targets for assessment. The assessment should be based upon state standards for the locally- directed evaluation of vocational education programs, services, student outcomes, and per pupil expenditures to determine the benefits of programs and services and the cost effectiveness of using Federal, state, and local resources. This would extend the present state use of local program evaluation.

The current VEA requirements for a state plan, local application, national vocational education data reporting and accounting system, maintenance of fiscal effort, and biennial audits should be retained. However, the data reporting and accounting system should be a cooperatively managed system between the Federal and state levels to ensure uniform definitions and application and comparability of data. However, the system should not be overly burdensome for state and local agencies.

Responsiveness to Federal, state, and local needs is needed for better accountability in the use of vocational education funds. Evaluation and assessment provisions established under the reauthorized Perkins Act should:

- Encourage business and labor to communicate ongoing needs and standards to the vocational education community;
- Identify and provide incentives for adopting the characteristics of the most effective schools;
- Establish standards for student outcomes based on business and industry requirements and develop student proficiency tests to measure student skill levels; and,
- Refine other outcome measures, including program completion, job placement, retention of students in school, and pursuit of further education.

Strengthening Partnerships With Systems that Purchase Training and Services

The reauthorization should strengthen the ability of the vocational education delivery system to provide services to other agencies and organizations that purchase such services for employees or clients. Vocational education programs constitute a nationwide educational delivery system that can provide many programs and services to youth and adults, including, among others, career counseling and development, vocational and academic assessment, linkages with academic remediation programs, support services, such as child care and transportation, work study and cooperative education, and job clubs and job placement services.

If these programs and services are provided on a timely basis, are easily accessible, are of high quality and are responsive and flexible, they can be of great value to a variety of agencies and organizations that purchase such programs and services for employees or clients including employers and businesses and industries, unions and union organizations, state and county agencies that serve public assistance recipients, service delivery areas and private industry councils, and vocational rehabilitation agencies.

Currently, many of these purchasers of education and training services obtain them outside the vocational education delivery system. One of the purposes of the reauthorized Vocational Education Act should be to encourage and support vocational education programs to modify and improve their programs and practices to make them more responsive to the needs of the major purchasers of such services. The Act should also encourage the use of multiple fund sources in order to make programs and services as comprehensive as possible. We should strive towards a goal where the major purchasers look to the vocational education system as an attractive and reliable preferred system for occupational preparation.

Stronger Linkages Between Vocational Education and Literacy Programs

Because so many adults require improved basic skills to become or remain employed and be ready for job market changes and opportunities, stronger linkages are needed between vocational education and literacy programs.

To promote such linkages, the following features should be incorporated in the reauthorized Vocational Education Act:

1. Educational agencies applying for the use of VEA funds to serve adults should be required to demonstrate that adult training programs supported with these funds are closely linked to literacy programs operating in the same geographic area, so that a continuum of adult basic and vocational education programs and services is made available to adult participants. Incentives that encourage state and local

agencies to develop comprehensive sets of programs and services for adults should be put in the Act. A model for comprehensive services for adults is New York State's ACCESS (Adult Centers for Comprehensive Education and Support Services) program that brings together programs and services for adults in a single location.

2. Educational agencies applying for the use of Workplace Literacy funds under the Adult Education Act should be required to demonstrate that literacy programs supported with these funds are closely linked with employer-specific, quick-start training programs supported with VEA funds.

3. The Adult Education Act state plan should continue to be required to be shared with the state Council on Vocational Education for review and comment, to promote closer linkages.

4. Consumer and Homemaker Education funds should be used to connect life skills instruction and instruction in basic skills with a focus on economically and educationally disadvantaged adults and out-of-school youth. Linkages with adult basic education programs are especially important for providing support to the most-in-need learner with the lowest educational levels.

Use of New and Emerging Technology

The VEA reauthorization should encourage schools to employ broader applications of new and emerging technologies in the delivery of vocational programs and instruction.

Broader applications of technology can be used in several ways. Vocational areas supported by a small work force, but sustaining a national economic base, must educate/train fewer, more highly skilled individuals.

As secondary school enrollments decline, more cost-effective instructional delivery systems must be employed to reach schools with a low number of students interested in preparing for a vocational career. A wider use of adaptive technologies is needed to prepare persons with disabilities to enter the work force. Through the application of technologies within the instructional and administrative processes, teachers and administrators can make more efficient and effective use of their time.

Recommendations

1. Provisions to serve special populations should be flexible enough, operationally and administratively, to allow states with strong, existing special population programs to use such funds for other purposes.

2. Incentives for school/business partnerships should be built into the law to help increase access of special populations to both vocational education programs and to employment opportunities.

3. The legislation must facilitate the improvement of program quality and capacity by:

- having secondary-level programs that stress both transferable skills and specific job skills that provide students with maximum flexibility in selecting and achieving career goals;
- coordinating curriculums to eliminate gaps and overlaps in instruction and include basic, transferable, core occupational, and specialized skills;
- emphasizing linkages with the academic program, especially in mathematics and science, and allowing vocational students academic credit for instruction in occupationally related areas, especially mathematics and science;
- including entrepreneurship modules in vocational education instructional areas;
- establishing interdisciplinary sequences such as agribusiness; and,
- requiring competency testing of all core skills through proficiency tests based on business and industry standards.

4. Funding should be provided to ensure the adequate preservice and in-service training of vocational education teachers, the modification of curriculum to meet changing needs, and the development of outcome-based programs.

5. A data reporting and accountability system must be established as a joint Federal/state/local effort. It should be based on state standards for locally directed evaluation and include input from business and labor on requirements for student outcomes, incentives for effective schools, proficiency testing, and refined outcome measures.

6. The reauthorization must encourage purchasers of education and training services to look to the vocational education system as the preferred provider of occupational preparation.

7. Stronger linkages must be established between vocational education and literacy programs especially to:

- link the use of VEA Title II Adult and Single Parent set-aside funds or Title III-C Adult Training, Partnership and Employment Funds with literacy programs operating in the same geographic area;

- link the use of Workplace Literacy funds with employer-specific, quick-start training programs;
- require sharing of Adult Education Act state plans with state Councils on Vocational Education for review and comment; and,
- link Consumer and Homemaker Education funded life skills instruction with basic skills instruction for disadvantaged adults and out-of-school youth.

8. Legislation should encourage the use of new and emerging technologies in instructional programs and administrative processes.

9. At least 20 percent of funds available under the Act should support state administration and leadership activities. States must be given the responsibility to ensure that programs in vocational education meet standards of quality and student outcomes. States must also ensure that vocational education programs are linked with other Federal, state, and local programs that serve similar clients.

X. INFORMATIONAL AND CULTURAL SERVICES: Archives, Libraries, Museums, and Public Broadcasting

Among the nation's greatest assets for education, economic development, and quality of life are informational and cultural resources. Cultural resources enrich curricula and encourage habits of independent research and discovery. The resources and programs of museums, historical organizations, libraries, and public broadcasting stations provide a broad and rich structure of services that reach out to individuals within and beyond the traditional educational system. From experiences for preschool children to elderly citizens, cultural institutions reinforce and enhance the range of opportunities available for lifelong personal and professional development.

Learning throughout one's life depends on information and learning opportunities accessible through archives, libraries, museums, public broadcasting, performing arts institutions, and the like. Archives and libraries are essential to efficient government operations and accountability and the protection of citizen rights.

Successful national and international commerce depends on ready access to current data, current journals, and research tools. This is particularly so for smaller businesses that comprise a growing proportion of the nation's economy. It is in the public interest to make such information accessible to all who seek it and not let information become a commodity available only to those who can pay high user fees.

Basic and applied research, particularly academic research, requires access to the extensive, expanding information stored in libraries in print and electronic form. The revamping of academic and other libraries to allow worldwide access and to lessen the costs of duplicate information in many locations should be supported as part of the research effort described in detail in the *Education Research and Development* section of this document.

Democracy demands informed judgment by citizens who rely on access to government records and other information to form voting preferences and facilitate the dispatch of their civic responsibility. The nation's libraries and archives are guardians of that critical free and open access to information.

Ensuring strong and relevant services requires stable funding from state and local government and private sources. The major support for informational and cultural institutions and services must be strengthened. Continued and more predictable Federal policies and assistance are crucial to nurture institutions and services, so they may realize their potential and meet public need.

One of the most crucial issues facing cultural institutions in this information-based society is the rapid deterioration of acidic paper on which books and other documents of enduring value are printed. It is estimated that up to 40 percent of some research collections are in danger of loss because of embrittled paper. The Library of Congress reports that 77,000 of its books become embrittled each year. The National Library of Medicine says that 12 percent of its books and journal collections already have disintegrated, and the New York Public Library spent $3.2 million in fiscal year 1988 on preservation alone.

Recognizing the severity of the problem, librarians, archivists, chemists, preservation administrators/conservators, engineers, foundations, and paper makers are joining to search for solutions to paper deterioration. The manufacture and use of alkaline paper is the most promising current solution.

Conversion to alkaline paper will also address environmental problems associated with paper manufacturing since the production of alkaline paper results in significantly lower levels of pollutants and contaminants expelled into the environment. While many paper manufacturers are reluctant to initiate conversion from acid paper because of the capital costs involved in changing production processes, alkaline paper production can provide cost-saving advantages in

terms of raw materials, pollution control, maintenance expenses, and production value.

We support congressional moves "to establish a national policy on permanent papers." The United States Government Printing Office should take the lead in converting to alkaline paper through its 240 printing plants that annually produce almost a billion dollars of government printing.

A second major issue confronting cultural institutions concerns the encouragement through tax laws of gifts to libraries and other cultural institutions, including the donation of the creative works of authors and artists. Prior to the Tax Reform Act of 1969, an author or artist who donated literary, musical, or artistic compositions or papers to a library or museum could take a tax deduction equal to the fair market value of the items. Since 1969, such donations have been limited to the cost of the materials used to produce the composition. As a result, donations have dwindled drastically, reducing the research resources of the nation's libraries, diminishing the future of museum collections, and increasing the likelihood that these materials will be dispersed or lost to future scholars and to the public. This provision should be reversed.

A final issue for all cultural institutions involves the nature of information services as being that no single agency can meet all user needs. Service needs, economic realities, and rapidly developing technologies require continued efforts toward integration of services and resources. Functions common to various types of agencies, including cataloging of data bases and conservation and preservation of materials should be better coordinated. The Regents urge Congress to develop legislation that would coordinate services among libraries, library systems, museums, archives, historical records agencies, and literacy programs in all locations.

Libraries

The Federal government has long supported libraries because of their key role in national scholarship, research and development, and productivity. Libraries are discussed here as they relate to schools, higher education, and all facets of society and the economy.

In New York, a partnership of Federal, State, and local agencies and organizations cooperate to ensure effective library services. As noted in Figure 1, local funds comprise 71.22 percent of public library operating funding, State funds 12.35 percent, private endowments and other receipts 14.96 percent, and Federal funds 1.47 percent.

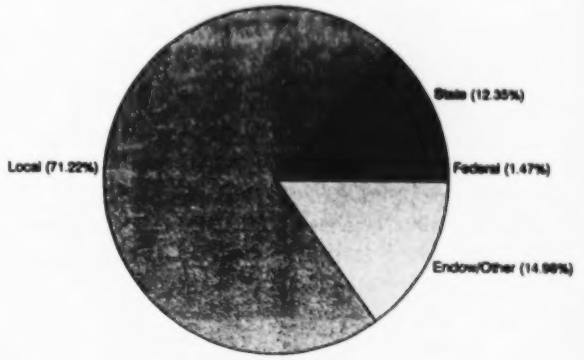
State Education Department staff, library systems, and individual libraries develop programs and services under the guidance of an annually revised five-year plan, *Library Service to the People of New York State*. This plan is based on the Board of Regents policy that every State resident should enjoy timely, free access to a full range of information resources, provided through libraries within library systems without restriction, censorship, or violation of privacy.

Most of the 7,000 libraries in the State are members of a library system. School, public, academic, and special libraries work together through 46 school library systems, 22 public library systems, and 9 reference and research library resources systems to provide library services to people of all ages. These systems, 10 major research libraries, and the regional medical libraries are linked to the New York State Library by telecommunications, computer, and data base systems and give users access to the total resources of the statewide library network.

New technologies offer opportunities for the computerized sharing of information resources, improvement of rural library services, and solving the problem of disintegration of books, documents, and films.

Although libraries are sharing resources through new computer technologies and telecommunications systems, escalating costs resulting from divestiture and Federal Communications Commission decisions are threatening the ability of libraries to offer such benefits. Lower rates for library telecommunications are needed, just as Federal postal rates were established to encourage and ensure the dissemination of information.

FIGURE 1
NYS PUBLIC LIBRARY INCOME
1988



Reauthorization of the Library Services and Construction Act (LSCA). LSCA has been the principal base of Federal support for libraries for 30 years. Amendments to the Act over the years have helped extend service to rural areas and Indian reservations, strengthen urban resource libraries, create job and education information centers, start statewide resource sharing networks, and implement and expand literacy services and services to the disabled, disadvantaged, elderly, institutionalized and persons with limited English proficiency. LSCA also helps libraries keep pace with the explosive growth in information technology; provides greater coordination of library-based literacy programs; strengthens interlibrary cooperation and resource sharing; and supports a wide range of public library services.

The LSCA program is appropriately coordinated with important funding for libraries provided through Title II of the Higher Education Act (HEA) and Chapter 2 of Title I of the Hawkins/Stafford Elementary and Secondary School Improvement Amendments of 1988. HEA Title II assists in developing academic library collections, strengthening research libraries, providing training, and automating libraries. Chapter 2 provides block grant monies that can be used to fund school library services.

The Regents support Federal library legislation that further develops public, academic, special, and school libraries and encourages resource sharing to benefit all library users. Library service needs, economic realities, and rapidly developing technologies suggest continued efforts toward integration of services and resources through sharing. The LSCA-assisted networking among all libraries should continue to be expanded. States must help plan and administer such networks.

To further the ends of library assistance, we look forward to passage of the pending LSCA conference agreement that should be concluded in the next session. In addition to the issues raised above, the following are also important factors that should be addressed, either through LSCA reauthorization or other means:

Technology Enhancement. The LSCA should be expanded to include a "Library and Information Technology Enhancement" provision to fund state information and technology programs, including grants to public libraries for technology equipment, technical assistance, interlibrary cooperation in using technology, and dissemination of adequate public information about services. As international economic competition increases, libraries are expected to provide materials and information needed to understand other cultures, languages, and business practices. We propose an annual appropriation of $15 million for this activity.

A "Library and Information Technology Enhancement" provision would provide access to new technologies for libraries that could not otherwise afford the equipment and start-up costs. Businesses and industries (especially small businesses) would have improved access to needed information in print and electronic formats.

Conservation and Preservation of Library Materials. The deterioration of library materials, particularly in large academic and public libraries, is a national concern. The National Endowment for the Humanities (NEH) Office of Preservation provides leadership and grants in this area through the U.S. Newspaper Project and research libraries preservation grants, and other activities. Similarly, the Library of Congress and Higher Education Act Title II-C programs have helped preservation. LSCA has also been expanded to include preservation activities. Following the recommendations of the Regents, the New York State Legislature enacted legislation in 1984 to encourage the systematic preservation of endangered library research materials. New York's lead has been followed by four other states (Illinois, Maine, New Hampshire, New Jersey). The preservation problem requires nationwide action.

NEH grant funds of $12.5 million were appropriated in fall 1988 for Federal fiscal year 1989 to save the major research collections of importance to the national research base. The NEH programs also include funds for establishing national standards and policies and testing technologies. It also is essential that sufficient resources be allocated to the National Archives and the Library of Congress to meet the vast preservation problems of both institutions' collections and to enable them to provide nationwide technical assistance.

Library Construction. Changes in service programs and information technology are creating demands that existing library buildings cannot meet. Many facilities need modifications to make them energy efficient and to remove architectural barriers so that they are fully accessible to persons with physical handicaps. The Title II authorization also enables libraries to qualify for construction assistance under other Federal legislation.

White House Conference. On August 8, 1988, the President signed legislation (Public Law 100-382) authorizing a White House Conference on Library and Information Services to be held by September 30, 1991.

The 1979 White House Conference on Library and Information Services provided an opportunity for citizens and professionals throughout the nation to assess library service needs and make recommendations for Federal, state, and local legislation, public policy, and related actions. Recommendations from the 1978 New

York State Governor's Conference on Libraries, the 1979 White House Conference, and the 1980-81 Commissioner's Committee on Statewide Library Development have resulted in major library legislation at Federal and state levels.

The second White House Conference should enable library users, librarians, library policymakers, and public officials to assess the capacity of our libraries to serve all people; to measure the change that has taken place since the 1979 White House Conference; to encourage sound, long-range, community-based planning for library services; and to initiate Federal, state, and local action to improve services.

School Library Resources. A school's library media program supports the entire academic program by providing a variety of resources covering a range of student interests and reading levels. Both students and teachers use such resources to gain information for educational objectives and personal interests. For many students, especially the disadvantaged, the school library media center provides their only access to certain learning materials. Over the years, research has verified the benefits of media programs for educational success. The connection between a child's early discovery of the joy of reading and a positive attitude toward learning throughout one's life is apparent.

School library media programs grew significantly under the categorical aid programs of the Elementary and Secondary Education Act (ESEA) Title II and later Title IV - B. The inclusion of the categorical grant program for school library resources (ESEA Title IV-B) in the block grant under Chapter 2 of the Education Consolidation and Improvement Act has had significant impact on the availability of resource funds. The enactment of Chapter 2 reduced funds available to localities and made it difficult for local decision makers to maintain programs at previous levels of support. Consequently, school library support has declined at the same time that there is an emphasis on educational excellence and increased need for more materials to support educational improvements.

Over the past five years, nonpublic school support has dropped about 32 percent. Urban areas have been hard pressed to use any Chapter 2 money for school library resources. With shifting priorities brought on by the reduced Federal funding for the combined programs, they have been unable to cover the loss with local funds.

While Federal funds have declined, local fiscal resources have been inadequate to meet program needs at a desirable level. Budgets for school library materials have been reduced in many places. Where they have remained the same or even had increases, the budgets have not kept up with the escalating cost of library resources. The average cost of books, periodicals, newspapers, filmstrips, and microfilm has increased manifold.

Most public schools have joined regional school library systems so they can share resources and better meet the needs of students and teachers. But, before they can share resources, schools must maintain and build their own collections to have something to share. Development of school library media resource collections should therefore be a collaborative effort among Federal, state, and local sources to provide adequate funds for full collection development and improvement.

Telecommunications. Congress is considering broad revisions in telecommunications legislation. The use of new library computer technology, networking, and resource sharing, and cable for delivery services, requires extensive communications systems. In reviewing this legislation, Congress should provide preferential rates to libraries that depend on leased private telecommunications lines to connect 650,000 library-located terminals to a handful of larger national, nonprofit bibliographic data bases.

There is a wide range of telecommunications networks currently serving the academic and research communities, including CSNET, ARPANET, BITNET, EDUNET, the U.S. Department of Defense MATRIS, and of particular interest to New York State, SUNYNET (an integrated voice, data, and video network) and NYSERNET (a research-based system for potential sharing with SUNYNET). These networks provide an economical means for communication among researchers, including those in higher education, and a mechanism for sharing data and information rapidly and economically over long distances. Start-up costs are high, however, but support for network development and maintenance will greatly aid the research effort described in the Education Research and Development section of this document.

Postal Rates. The fourth class library rate of the U.S. Postal Service is used by libraries, schools, colleges and universities, museums, and other educational and nonprofit organizations to mail books, journals, films, and other educational materials. Libraries send materials to the incapacitated, the elderly, those in rural areas without public libraries, and people without access to transportation. The mail also helps libraries of all kinds share their resources through interlibrary loans.

The State Library, a central distribution point for official New York State publications, uses the mail to ship documents to libraries and individuals. The New York State Interlibrary Loan (NYSILL) Network, public library systems, and other libraries use the mail for

interlibrary loan, books by mail, and delivery of films and other audiovisual materials.

The Regents support maintenance of preferred postal rates for libraries, colleges, schools, cultural institutions, and nonprofit education groups and oppose any attempt to restrict their use.

The State Archives and Records Administration

The National Archives and Records Administration (NARA). In 1985, the National Archives was statutorily reestablished as an independent agency. Since 1949, the National Archives and Records Service had been located in the General Services Administration. NARA remains in a very weakened condition that prevents it from identifying, preserving, and making available the archival records of the national government. One of its biggest problems is that many records of permanent value cannot be administered effectively or housed adequately in their overburdened main building. They need an additional facility near Washington where such records can be appropriately stored and treated.

The National Archives and Records Administration also lacks necessary legislative authority to issue binding regulations to Federal agencies and officers regarding what is and is not a Federal record. Such authority is needed to end the practice whereby important high-level agency officials may remove files at the end of their Federal service by arbitrarily judging them to be personal papers that they may then donate to a manuscript repository. Beyond alienating Federal records from government custody, this practice also often unduly restricts public access to public records.

In its present condition, NARA is also not capable of providing leadership to or entering into a full partnership with state archival agencies to address pressing problems in intergovernmental records administration or to deal with important technological and methodological issues. Because of the absence of sound Federal guidelines, the incidents of premature destruction of state and local government records - or their redundant retention for overly long periods - are too frequent and costly to taxpayers and information users.

The National Archives and Records Administration should take the lead in working with state archives and other non-Federal public records programs. It should actively disseminate the results of its archival methods research; foster standards for public archival work; develop guidelines in cooperation with state and local archivists for appraisal of intergovernmental records; make available information about its internal policies and procedures that would guide other programs; and, offer public programs that illustrate the value and importance of well-run programs.

National Historical Publications and Records Commission (NHPRC). This Commission, chaired by the Archivist of the United States, provides vital leadership and modest financial aid to high priority projects throughout the nation. New York's educational, historical, and cultural institutions, students, and researchers have benefited significantly from the Commission's program. Publication grants have permitted cultural and educational institutions to publish papers of prominent New Yorkers and thus increase their research use.

Other NHPRC grants have supported several of the most important initiatives to address statewide historical records priorities and have also supported important individual repository projects ranging from the YMCA and Salvation Army archival programs to the Museum of Modern Art archives and The Center for Migration Studies-Italian Welfare League collection. In 1988, the NHPRC received legislative reauthorization, including slightly increased authorized funding levels for grants.

The State Museum

Museums serve as a national resource for the collection, preservation, and interpretation of our culture. Last year, more than 30 million people visited New York's 1,440 museums and historical societies - a testimonial to the vital national resource that museums represent to the citizens of the State and nation. Their combined budgets exceed $200 million and they employ 15,000 people, 5,200 full time.

The State Education Department provides a dual leadership role for these institutions by:

- encouraging and improving museums through its statutory chartering responsibilities, technical assistance to museums and historical societies, and in-service training to over 1,400 local historians across the State; and
- operating the New York State Museum, the nation's largest state museum and an institution of national importance and repute.

Despite increasing costs and insufficient resources, museums are generally receiving more visitors to their exhibits, serving increasing numbers of students in their education programs, and facing steadily rising demands for the use of museum facilities for concerts, meetings, and other educational and community activities. There is growing pressure for museums to carry on research programs, conserve collections, organize computer systems to handle collection data, train staff,

organize more traveling exhibits, and extend services beyond museum walls. It is difficult to identify a significant museum activity that has not been strained and will not continue in strong demand.

Almost all museums rely on a mix of private and public support. There are four Federal agencies with major roles in that public-private partnership: the Institute of Museum Services, the National Endowments for the Arts and Humanities, and the National Science Foundation.

Institute of Museum Services (IMS). The IMS established the precedent for Federal support of general museum operations based on competitive grant applications. IMS funding, with its ceiling of $75,000 per institution, may represent only a small portion of the operating funds of any institution. However, it often provides a critical margin of difference in attracting greater private support and carrying out needed conservation and collections management programs.

The IMS can assist fewer than one-fourth of the nation's museums each year at its current funding level. It has been minimally funded but deserves significantly enhanced support, particularly for general operating aid and for conservation and preservation programs that will assure the survival of our cultural heritage.

National Endowments for the Arts and Humanities. In addition to project grants for exhibitions, interpretive programs and publications, the two Endowments contribute effectively to the public-private partnership for museums through their Challenge Grant programs. Federal funds are available to encourage greater local giving in support of basic needs such as capital construction and endowment. Since 1981, project and challenge grants have had only a token six percent inflationary increase. Again, significantly enhanced support is needed to respond to the public service pressures on museums.

The Federal Council on the Arts and the Humanities represents all Federal agencies concerned with museums and cultural affairs. It is in an appropriate position to encourage the codification and strengthening of international agreements on antiquities and archeological objects. These materials are the patrimony of the world's cultures, and there has been an alarming upsurge in their theft and illegal trade. The United States should lead world opinion to strengthen sanctions against such activities and to promote the return and/or safe care of sacred materials in cultural institutions, such as those related to Native American cultures.

During several recent sessions of Congress, bills have been introduced to create Federal standards or a Federal claims commission to resolve disputes between Native American tribes and museums over the custody of human remains, ceremonial objects, and other cultural property. Recognizing that many valid Native American claims for repatriation have gone unheeded by museums, the Regents nonetheless urge caution in framing congressional policy. Mutually satisfactory claims resolutions have proceeded most effectively on a case-by-case basis, providing opportunities for all claimants with standing to present their views and for the ethical, fiduciary, and legal responsibilities of museums to be given full consideration. Further congressional hearings may be needed to assure the effectiveness and constitutionality of the various remedies now being proposed.

The National Science Foundation (NSF). The NSF's new program for Public Understanding of Science in part supports museum programs aimed at motivating student interest in science and technology. Increased use of collections and interactive exhibits to stimulate excitement and sustained exploration of science is an effective and accessible way to give direct contact with the natural world and to demonstrate scientific principles. The Regents Action Plan to Improve Elementary and Secondary Education Results in New York encourages integration of these museum resources into curricula, an effort that requires programs responsive to student needs. The NSF Program for Public Understanding of Science should be sustained as another Federal investment in this effort to strengthen long-term local support.

Public Broadcasting

Equity of Access to Instructional Television. A longitudinal study by the New York State Education Department's Information Center on Education reveals substantial statewide inequities in the distribution of video technology equipment. For example, the ratio of teachers to television sets is 13:1 in New York City, while it is as low as 2:1 in the Southern Tier.

Because of the direct proportionality between equipment availability and use of video resources in instruction, students in New York City do not receive nearly the same access to video technology as their peers in other areas. This is especially true for low-performing schools identified by the State's Comprehensive Assessment Reports. Since many students are "visually oriented" learners, the lack of these resources is a real barrier to their learning. Educational psychologists have known for some time that learning and retention are enhanced by addressing more than one sense in the instructional process.

Television is the major communications medium of our time. We cannot attempt to educate our at-risk youth without it nor can we tolerate the inequitable distribution of video technology resources, especially for low-performing schools in need.

As urban and rural school districts experience dropout rates that portend continuing personal and social tragedy, we must use this important resource as an alternative means of instruction. Funding must be provided to support television as a potential way to improve attendance. As video is used more frequently for instruction, the attitude of some students that school is dull and boring will be replaced by the attitude that school is interesting and relevant and result in declining dropout rates.

Meeting Educational Priorities. Society must rescue the young persons who are on the verge of dropping out of school. We will not solve the dropout problem and halt the tragic development of an underclass in our society unless we supply adequate parent education and early childhood development resources. The public television and radio networks that span this nation provide an excellent opportunity to bring instructional and educational programming to preschool children who are at risk and to young, often single, parents. Electronic broadcasting media are available, without charge beyond basic utility rates, in virtually every household in our country. If provided with appropriate program materials, public broadcasting networks can be one of the most effective mechanisms for reaching these populations in both urban and rural locations.

Program Production. The entire public television industry has warned of an imminent program production crisis. Unless Federal and state production funds are made available, the stream of quality television and radio programming, which a society of our wealth and sophistication needs, will evaporate.

Federal funding cutbacks for agencies such as the Corporation for Public Broadcasting (CPB) and the National Telecommunications and Information Agency (Public Telecommunications Facilities Program) have severely curtailed the production of low-cost programs that can be offered to public stations.

The system needs more production money and from multiple sources; e.g., CPB, NEH, NEA and the Department of Education. Furthermore, decentralization of CPB's production fund will only exacerbate the lack of major production funding for public television and public radio.

Communications Technology. Innovative technologies used in public broadcasting offer an increasing number of viewers and listeners the opportunity to participate in the rapid evolution of ideas, facts, and resources that characterize this computer-paced age. This capability is especially important to individuals living in sparsely populated areas where public broadcasting is frequently the main link to broader educational and cultural activities.

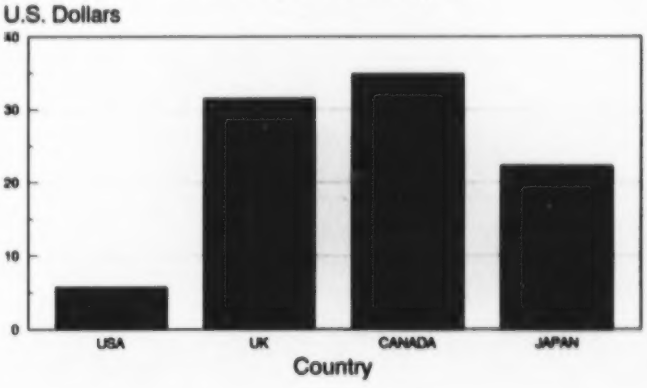
The public and commercial broadcasting communities are interested in the possibilities inherent in such state-of-the-art advances as narrowcasting and Low Power Television, as these services have evolved under recent FCC regulations. Such services, along with new regulations regarding the use of the vertical blanking interval of the television signal and Subsidiary Communications Authorization (SCA) of FM stations, have opened up broad avenues of opportunity for such communities to seek the achievement of planned goals.

Federal Support. The educational, cultural, and informational value of public broadcasting is reflected in the confidence demonstrated by its 800,000 members who contributed more than $32 million in 1987 to New York's stations. However, broad Federal support of public broadcasting remains crucial to ensure quality programming that will sustain audience levels and local support.

The Corporation for Public Broadcasting has reported that the United States has the lowest per capita expenditures for public broadcasting of all the free industrialized countries. Figure 2 shows the striking difference between this country and its closest allies.

The Federal government must reaffirm its strong support for community public television and radio by supporting and sustaining substantial funding for the

FIGURE 2
PER CAPITA EXPENDITURES
PUBLIC BROADCASTING, 1988



Corporation for Public Broadcasting and the National Telecommunications and Information Agency (Public Telecommunications Facilities Program). It must also continue the forward-funding policy that ensures that the Corporation and the public broadcasting community have a reasonable planning period and insulation from undue political interference. Support is needed to maintain services to outlying rural areas, encourage collaborative program purchases, support development of special programming in adult learning and instructional areas, and assist postsecondary learning.

Critical learning experiences that otherwise may not have occurred have been provided to students and teachers as a result of the first Star Schools semester. A combination of technologies is being used to bring educationally disadvantaged students in primarily rural areas into the same electronic classroom. Continued support is essential to help continue the students' education and enhance their competitiveness in the larger world.

Additionally, the Rural Partnership Act of 1989, which passed the Senate in August 1989, should be passed by the House at an authorization $110 million over five years. This bill would encourage and improve the rural use of telecommunications and related advanced technologies for instructional purposes.

To further assist the use of video and television technology in education, we believe that the Congress should provide the U.S. Department of Education with increased National Program funding under the Vocational Education Act to develop and produce video-based vocational and technical education learning materials that could be used nationwide. We also support the provision of matching vocational education funding to states for acquisition of video-based learning resources for use in local vocational and technical schools and colleges. These activities should help better prepare the future workforce.

Finally, we support the Senate-passed legislation for a National Endowment for Children's Educational Television. This bill would authorize $10 million in FY 1990 for grants to "produce educational children's programming to improve children's (16 years and younger) fundamental intellectual skills." The grants would be available only to holders of public television licenses and permits during the first two years after production.

Unrelated Business Income Tax

The Congress has been considering steps to tighten regulations dealing with the Unrelated Business Income Tax (UBIT). Museums and other cultural and educational institutions could face sharp declines in income earned from shop and restaurant sales, educational travel tours, parking fees, and facility rentals. Federal policies in recent years have adversely affected the financial stability of many museums through reduced incentives for charitable giving and stagnation of funding levels in the grant programs listed above. Many museums are more reliant on earned income than ever before. For example, the American Museum of Natural History in New York City derived $22 million from earned income against its current $38 million operating budget. Any changes in UBIT regulations should be considered very carefully, so as not to diminish the ability of museums and other cultural institutions and higher education institutions to use earned income in carrying out their service to the public.

Recommendations

1. The recommendations of Senator Pell's 1988 Senate Joint Resolution "to establish a national policy on permanent papers" should be pursued, with the Government Printing Office setting a national precedent for the use of alkaline paper.

2. Funding for the Library Services and Construction Act should be increased. Increased appropriations for Title I (Public Library Services) and Title III (Interlibrary Cooperation) are especially necessary.

3. Support for public library construction under LSCA Title II should be continued to provide the physical plants needed for modern library services.

4. A second White House Conference on Libraries and Information Services funds should be supported by an appropriation of funds in 1990.

5. Specific legislation should be developed to provide incentives for support of learning materials resources in school libraries. Programs emphases should include provisions to: a) provide certified school library media specialists to select resources, develop curriculum, and help students use the materials effectively; and, b) supplement state and local expenditures for library resources.

6. Legislation should be enacted to assure tax incentives for author and artist donation of creative works to libraries and museums and to encourage gifts for cultural activities.

7. Federal legislation should be enacted to ensure affordable telecommunications rates that will facilitate resource and information sharing among libraries, educational institutions, and nonprofit agencies. Access charge decisions of the Federal Communications Commission and divestiture-related tariffs have a major adverse impact on library telephone and data communications costs, threatening needed automation and bibliographic resource sharing programs.

8. Congress should extend the Treasury-Postal

Service appropriations subsidy to ensure that cultural and educational institutions can continue communications and fund-raising efforts at reasonable cost.

9. The $6 million authorization for the National Historical Publications and Records Commission (NHPRC) grants should be fully funded. At least $4 million of it should be allocated to the Records Grant Program. Priority should be given to programs for: archival records in electronic formats; coordination in the assessment and selection of intergovernmental records; development of national and statewide documentation strategies; and educational and public awareness materials about historical records and historical records programs.

10. Legislation should be adopted to give authority for the Archivist of the United States to issue binding regulations or determinations on Federal agencies and officers. Thus, in disputed cases, the Archivist may designate particular sets of files to be Federal records when they have been created or maintained in the implementation of governmental activities.

11. Approval and support should be provided to permit the National Archives and Records Administration to complete its previously authorized preliminary plans and then to construct an "Archives II" facility at the University of Maryland.

12. The general operating budget appropriation of the National Archives and Records Administration should be increased by at least 15 percent to help address its basic records administration responsibilities and strengthen its ability to provide leadership, cooperation, and technical assistance to the archives and records community, especially state and local governments.

13. Significantly increased funding is requested for the National Endowment for the Humanities to ensure a nationally coordinated strategy to save deteriorating research materials in our major research institutions; to help stabilize educational and cultural institutions and their programs; and to maintain the efforts of cultural institutions to stimulate learning throughout one's life.

14. The Federal Council on the Arts and Humanities should lead the nation in calling attention to the traffic in stolen antiques and art objects. It should recommend steps to codify and strengthen international conventions on the theft, export, or import of such objects.

15. The Regents urge caution in framing congressional policy to resolve disputes between Native American tribes and museums over the custody of human remains, ceremonial objects, and other cultural property and suggest that further congressional hearings may be needed to assure the effectiveness and constitutionality of the various remedies now being proposed.

16. Corporation for Public Broadcasting (CPB) or Department of Education (DOE) appropriations should include set-aside funds to aid low-performing schools in acquiring classroom video equipment. As with other resources, low-performing schools typically lag behind their better-performing counterparts in having the video equipment needed to assure equitable access to learning.

17. Congress should support forward-funding reauthorization legislation for the Corporation for Public Broadcasting at increased levels through 1993 and raise the funding level of the Public Telecommunications Facilities Program (PTFP) in the Department of Commerce. Congress should also authorize $200 million for satellite replacement.

18. A separate Federal allocation of funds is needed to ensure a flow of quality public television programming. Moreover, any decentralization of the CPB program fund would further erode the system's ability to mount major production efforts and must be prevented.

19. Corporation for Public Broadcasting (CPB) appropriations should include sufficient set-aside funds to produce, broadcast, and publicize a significant body of public television and radio programming aimed at early childhood development and parent education. There needs to be a national office to address this important mission just as the CPB/Annenberg project addresses the use of television to meet postsecondary learning needs.

20. To assist the use of video and television technology in education, we support the following legislative actions: full funding of the Star Schools program; enactment of the Rural Partnership Act of 1989, with an authorization of $110 million over five years; increased National Program funding under the Vocational Education Act to develop and produce video-based vocational and technical education learning materials; provision of matching vocational education funding to states for acquisition of video-based learning resources for use in local vocational and technical schools and colleges; and, establishment of a National Endowment for Children's Educational Television.

21. Any attempt to tighten the Unrelated Business Income Tax regulations should be considered as detrimental to cultural and higher education institutions.

XI. EDUCATIONAL AND CULTURAL OPPORTUNITIES FOR OLDER AMERICANS

The aging of our nation's population poses both a challenge and an opportunity for our major institutions. The number of persons 60 years or older is growing faster than any other age group, and they require increased and diverse services.

The challenge posed by the growing number of senior citizens involves a series of issues pertaining to economic, housing, transportation, health, and personal growth needs. The emergence of a group of individuals who can actively participate in society for a longer period, —the "independent senior"— has generated needs ranging from retraining for productive employment to opportunities for participation in civic, recreational, and educational activities. Longer life expectancies have resulted in more people who must rely on families and institutions for basic care. At the same time, all persons must be educated about biological, social, and economic aspects of aging.

Our system of educational and cultural institutions must mobilize resources to serve older Americans needs that fall within its purview. The New York State Board of Regents focuses on six major policy directions that target the coordination and development of relevant programs for the aging.

Education and Training Opportunities for the Aging

Citizens of all ages never outgrow their need for learning and personal development. To fully recognize this circumstance, we must foster intellectual stimulation of senior citizens and an understanding of the aging process:

- policies of educational and cultural institutions should explicitly recognize the dignity, self-worth, and talent of older citizens;
- schools and universities must facilitate active participation of the older American in all aspects of society;
- senior citizens, especially the independent aging, must have opportunities to develop or refresh skills that will enable them to take advantage of existing employment opportunities and prepare for new or changing work demands; and,
- libraries and other cultural institutions should increase services to the aging, encouraging formal and informal study and discussion groups and providing appropriate reference materials.

By providing such opportunities, educational and cultural institutions can play a vital role in improving the physical, mental, and social conditions of aging individuals and help them attain personal fulfillment and growth.

Coordination of Services for the Older American

Services for the aging are extremely fragmented, being provided by a variety of agencies on a piecemeal basis. This results in wasted resources and consequent failure of the delivery system to meet the diversified needs of this adult population.

Developing an effective response to the needs of the growing senior citizen population requires coordination of the resources and activities of a wide variety of public, private, and nonprofit organizations. In New York, the State Office for the Aging (SOFA) is responsible under Federal and State laws for development of a comprehensive and coordinated care system for older persons.

The Long-Term Care Policy Coordinating Council (LTCPCC) was convened by SOFA to coordinate policies and programs that address long-term care needs of older persons. The LTCPCC includes representatives from the Departments of Education, Health, and Social Services, Offices of Mental Health and Mental Retardation and Developmental Disabilities, and the Division of Housing and Community Renewal, which are responsible for different facets of such care.

While these efforts are substantial, we need to enhance further coordination in long-term care and other areas that affect the aging. The State Education Department has taken a step in this direction with the development of a comprehensive policy on education of older persons.

At the local level, the main need is to coordinate activities to help senior citizens gain access to a broad range of programs and services. The Regents have urged schools to work closely with local Area Agencies for the Aging and senior advocacy groups to increase the availability of a comprehensive range of services to aging persons, especially in economically distressed areas. Area Agencies on Aging are part of the aging network established under the Older Americans Act of 1965. They advocate for the aging, administer and coordinate service programs, provide information, and assist with benefit programs. Schools are particularly equipped to assist the Area Agencies in developing a comprehensive community-based service delivery sys-

tem to meet the needs of senior citizens. The education system can bring its particular expertise to bear on the problem and also serve as bases of operation for delivering services.

Older Persons as Active Participants in Society and Schools

Older Americans have many years of accumulated skills, knowledge, and experience. They constitute a significant stock of human capital. But, society has not done enough to use them constructively as resources. Discrimination has often excluded them from active participation in the labor force and community service. The situation persists at a time when the economic and demographic changes faced by the nation demand that all resources be used efficiently if we are to maintain our current quality of life and standard of living.

Older Americans should be encouraged to pursue the widest range of civic, cultural, educational, and recreational activities, both on a volunteer basis and as paid workers. We also need to develop training and information programs to ensure that local decision makers are aware of the potential of aging persons as participants in such activities. Schools, colleges, and cultural institutions should lead in developing pilot programs that maximize the unused potential of senior citizens as a mainstream activity, not merely as additions to existing programs. Examples of such models would include participation of the aging in school programs as part-time instructors, especially in adult education programs, and as tutors, advisers, day care and after-school staff, and in other roles that promote intergenerational learning.

The Congress has considered several community service bills that would expand opportunities for senior participation in service activities. The Regents support this type of legislation and urge the Congress to implement and fully fund such programs.

Educating about the Aging

The ability of society to mobilize its resources to relate to the aging population is increasingly dependent on enhanced public awareness of the aging process. We need to educate society in general about the biological, psychological, and social aspects of aging. It is essential that education policy be directed toward eliminating related stereotypes and negative attitudes. This educational process should begin early as part of the formal instruction of our youth.

To ensure that students begin to develop an understanding of the aging process and the capacity to deal with it, age-related material should be incorporated in our elementary and secondary curricula. To provide continuity to this process, secondary school students should be encouraged to provide community service in senior citizen centers and housing and nursing homes. Schools of education should devote attention to the training of teachers to develop awareness of issues pertaining to the functioning and well-being of senior citizens.

Training Service Providers for an Aging Population

With longer lives and diversification of the aging population, there is an increased demand for professionals, paraprofessionals, and other service providers trained to aid them.

Training programs for both formal and informal service providers must be expanded to address current and future needs, especially programs that train senior citizens to serve their peers and other persons in need. Service providers periodically need to take in-service training to keep abreast of recent research on aging and the latest technologies in the field. Educational institutions must expand their course offerings in gerontology and geriatrics to ensure a supply of professionals and other persons to care for and serve older Americans.

There are many professions that involve contact with the aging, including nursing, medicine, physical therapy, home health services, and social work. Instruction about the older person as a learner and about instructional processes likely to enhance effective learning will be particularly important in training the instructors who teach these professionals. Training in such specialties should result in a greater awareness of the needs of older persons and an increased capacity to serve them.

Researching the Needs of Aging Populations

Since passage of the Older Americans Act of 1965 and the 1971 convening of the White House Conference on the Aging, considerable research has been targeted to issues and concerns of the senior citizens. However, much of this research has occurred in an uncoordinated and non-systematic fashion.

Federal funds should be provided to support research as a prerequisite for long-term planning to meet the needs of older persons. Such research should help determine the extent to which the existing delivery system meets current needs; how delivery systems can be made more accessible, efficient, and cost effective; and how services will have to be expanded or redeployed to meet future demand.

We need to develop a system that ensures the compilation and dissemination of research findings to avoid duplication of effort and to develop a comprehensive body of knowledge. Our universities and other research agencies must coordinate their efforts while expanding our knowledge of the aging process. We must target research to the biological, psychological, health, housing, financial, and social needs of older persons. Specifically, research is needed on:

- the differences in health conditions, life expectancies, and other significant variables among socioeconomic, ethnic, and racial groups and between genders;
- the impact of physical, perceptual, and attitudinal changes on the aging;
- the effects of training programs on older participants;
- the impact and effectiveness of pre- and post-retirement education;
- the scope and content of effective teaching methodologies for the elderly learner;
- the models that address the financial, personal, coping, self-esteem, and self-actualization needs of the aging;
- the impact of the movement to promote intergenerational contact between children and the elderly and the resulting impact of this contact on both groups; and,
- the ways in which technological resources and innovations may be used to enhance the quality of life for the elderly. These efforts could target on developing new technologies and in adapting existing technologies such as the media and robotics, to reach the elderly, particularly those who are isolated geographically, economically, or physically.

The aging of the population calls for the marshaling of resources on behalf of the elderly and the provision of ways in which older individuals can play vital roles in strengthening our educational and cultural institutions and programs. This challenge can best be met through a comprehensive strategy based on the research, instruction, and service capacities of the education system, and through coordination with the state offices for the aging and other organizations serving older individuals.

In New York State, to further address this priority, a new Center for Educational and Cultural Opportunities for the Aging was created within the State Education Department in June 1989. The new Center will provide coordination and direction for the Department's efforts in developing a comprehensive strategy to mobilize the capacity of the educational system and cultural institutions to address the needs of an aging population in the context of existing social and economic conditions.

Recommendations

1. The challenge of serving the educational and cultural needs of older Americans can best be met through a comprehensive strategy based on the research, instruction, and service capacities of the education system, and through coordination with state offices for the aging and other related agencies and organizations. To further address this priority, we propose that the U.S. Department of Education develop a new Center for Educational and Cultural Opportunities for the Aging similar to that created within the New York State Education Department in June 1989.

The new Center would coordinate and direct the Department's efforts in developing a comprehensive strategy to mobilize the capacity of the educational system and cultural institutions to address the needs of an aging population in the context of existing social and economic conditions.

2. Our schools, universities, libraries, and other educational and cultural institutions must foster the intellectual stimulation of the elderly population and an understanding of the aging process. This should include leisure learning activities and the development or refreshment of skills to enhance employment opportunities.

3. Efforts to promote and coordinate the educational system's services to the elderly must be developed as part of a comprehensive delivery system. We need a national Long-Term Care Policy Coordinating Council, similar to that in New York and other areas, that will be proactive and aggressive in its coordination of policies and programs for older Americans. As part of this effort the U.S. Department of Education should develop a comprehensive education policy for the aging.

4. Older persons constitute a significant stock of underused human capital. They should be encouraged to pursue the widest range of civic, cultural, educational, and recreational activities, both as volunteers and paid workers. Public and private managers must be apprised of the potential of the elderly to participate in these activities and be persuaded to enlist their expertise and skills. Schools, colleges, and cultural institutions should develop pilot programs that maximize this unused potential by employing aging individuals as part-time instructors in schools, especially in adult education programs, and as tutors, advisers, day-care and after-school-care staff, and in other roles that promote intergenerational learning.

5. We need to educate everyone about the biological, psychological, and sociological aspects of aging. Age-related material should be incorporated into elementary and secondary curricula. Secondary school students should be encouraged to provide community service in senior citizen centers, nursing homes, and other facilities for older Americans. Schools of education should train teachers to develop their awareness of the functioning and well-being of aging persons.

6. Training programs for both formal and informal service providers of the elderly must be expanded to address current and future need, especially programs that train the elderly to serve their peers and other persons in need. Service providers should have in-service training to keep abreast of recent research on aging. Educational institutions must expand their course offerings in gerontology and geriatrics to ensure sufficient professionals and paraprofessionals trained in the care of aging persons.

7. We need to develop a system that ensures the compilation and dissemination of research findings to avoid duplication of effort and develop a comprehensive body of knowledge. Our universities must increase their efforts to coordinate their research while they continue to direct their efforts towards expanding our knowledge of the aging process. Postsecondary research must emphasize study of the biological, psychological, health, housing, financial, and social ramifications of aging, particularly to develop and adapt technologies to serve those who are isolated geographically, economically, or physically.

XII. TRANSITION TO WORK: PROVIDING A CONTINUUM OF SERVICES FOR PERSONS WITH DISABILITIES

Services for Persons with Disabilities: A Common Thread

The Federal programs authorized by the Rehabilitation, Education for All Handicapped Children, and Vocational Education Acts contain a common thread relating to people with disabilities: the potential for integration of service delivery in employment training. This section describes New York State's continuing efforts to coordinate services and resources that have an impact on the employment opportunities of individuals with disabilities. Several other issues are also discussed as they relate to integrating services. In discussing these issues and providing accompanying recommendations, we trust that it will help guide the upcoming reauthorization of the Rehabilitation Act.

The national commitment to full opportunity for people with disabilities is expressed in several current and proposed Federal laws. The Education for All Handicapped Children Act (Public Law 94-142) mandates a free appropriate education for all children with disabilities in the least restrictive environment. This Act broadened the responsibility of state education agencies to assure education for such children within the state, regardless of where they are being educated.

The Rehabilitation Act of 1973 provided clear evidence of Congressional intent to eliminate discriminatory practices against persons with disabilities. Section 504 of the Act specifically prohibits discrimination in any program receiving Federal assistance. Other sections prohibit employment discrimination, require affirmative action by Federal agencies and contractors in employing individuals with disabilities, and require accessible federally owned, occupied, or financed buildings. The Act also requires the development of cooperative activities among special, occupational, and continuing education, and vocational rehabilitation programs.

The Carl D. Perkins Vocational Education Act of 1984 makes individuals with disabilities part of its target population. The new law expanded from 45 to 57 percent the portion of state grants that must be set aside to increase access to programs for groups such as persons with disabilities.

The Voting Accessibility for the Elderly and Handicapped Act of 1985 was enacted "to improve access for handicapped and elderly individuals to registration facilities and to polling places for Federal elections." The law requires that, after each election, states must report to the Federal Election Committee (FEC) on the number of their accessible and inaccessible polling places and the reasons for inaccessibility. The FEC compiles and sends the information to Congress for review.

The New York State Experience

New York State has been committed for many years to helping its citizens with disabilities lead productive, useful, and satisfying lives. For example, New York's educational programs for children with handicapping conditions are equal to or exceed Federal mandates.

Recommendations in this area are provided in Section XIII of this document.

The State Education Department is committed to improving the provision of services to individuals with disabilities. In the Fall of 1988, the Education Department conducted a study of the Office of Vocational Rehabilitation's delivery of services to determine what, if any, changes were needed to better serve the disabled population of New York State.

The final report of this study was issued in June 1989. A number of recommendations were made concerning the mission, management, organization and operation of the Office of Vocational Rehabilitation and a plan for constructive change through a series of action steps.

Primary to the plan for change was a streamlined and expanded mission for the Office - now renamed the Office of Vocational and Educational Services for Individuals with Disabilities (VESID) to reflect this expansion. The revised mission reads:

- to provide educational, vocational and counseling services to people whose disabilities impose barriers to employment.
- to increase the access of all people with disabilities, regardless of age, minority status, or disability, to the full range of services that are offered within the State Education Department and other agencies that provide services to disabled individuals.

In achieving this mission, VESID will continue to provide services that help persons with disabilities to become placed in jobs that meet their individual capabilities and needs. To this end, the central role of the rehabilitation counselor and the vocational rehabilitation process, from referral to placement, will be redefined to provide maximum accessibility to employment in the most efficient manner.

In its expanded role, VESID's mission has been extended to include responsibility for the overall coordination of educational, vocational, and rehabilitation services to all persons with disabilities, regardless of age, minority status, or disability. The overall coordination of such services will be achieved through interagency and intra-agency coordination activities.

The focus of interagency coordination activities will be on ensuring that services provided by the Department for persons with disabilities of any age are coordinated with other New York State agencies so that such services are integrated, nonduplicative, comprehensive, and designed to meet the needs of persons with disabilities in such a manner as to encourage their full and independent participation in society.

VESID's responsibility for coordinating intra-agency activities will focus on assuring access for persons with disabilities to the wide range of services that are available through the State Education Department to all New York State residents.

Programs and Plans for Individuals. Public Law 94-142 and the State Commissioner's Regulations mandate development of Individualized Education Programs (IEP) for students receiving special education and related services. Special education is defined as specially designed instruction to meet the unique needs of a student with a disability. An IEP is a written statement that describes the special education and related services to be provided and is based on relevant documented information. Students for whom occupational education is an appropriate program component but who require related services to succeed in such a program should have both the program and support services included in their IEP. Early exposure to careers and technology is provided for all 7th and 8th grade students.

The Rehabilitation Act of 1973 emphasizes a jointly developed Individualized Written Rehabilitation Plan for all vocational rehabilitation clients. The Plan is based on an assessment of rehabilitation potential and specifies a vocational goal and the methods and time frames for realizing the goal. Both the Individualized Education Program and the Individualized Written Rehabilitation Plan are similar in purpose and approach. Efforts are under way to ensure that both are developed in concert to provide the student/client with individually prescribed and appropriate educational, vocational planning, and rehabilitation services. Educational programs that prepare students with disabilities to meet the challenge of employment are essential. They must foster appropriate long-range planning and ongoing communication among agencies.

Special Education and Training Resource Centers (SETRC). The statewide in-service training network supported and coordinated by the Office for Education of Children with Handicapping Conditions (OECHC) has refocused its efforts to support and reinforce the concept of coordinated programming for children with handicapping conditions. This network of Special Education and Training and Resource Centers (SETRC) provides information to regular, occupational, and special educators, parents, administrators, and boards of education on topics emphasizing greater involvement and equal opportunity for students with handicapping conditions.

In addition to ongoing training to promote successful transition to employment or postsecondary education, SETRC promotes coordination between vocational rehabilitation counselors and occupational educators to assure relevant and appropriate school training for stu-

dents with disabilities. SETRC trainers assist turnkey trainers from the Department's Office for General and Occupational Education to deliver workshops on new curricula to teachers and administrators, emphasizing enhanced opportunities and access for students with disabilities.

In addition to local networking to improve coordination, State Education Department staff have worked to revise new curricula to include information that assists students and teachers in understanding disabilities. The SETRC network assists in this effort by providing regional training on new occupational education courses to teachers working with students with handicapping conditions.

Cooperative Service Model Project. Major linkages among the Offices for Education of Children with Handicapping Conditions, Occupational Education, and VESID continue to provide students with disabilities with more comprehensive special and occupational education.

Currently completing its fifth year, the Cooperative Service Model Project is a primary vehicle in this effort. During 1988-89, five pilot projects aided the transition of students with disabilities from school to work. The pilots are located in Bronx, Manhattan, Brooklyn and the Buffalo City schools. One additional model began in September 1989 in Rochester. Since the inception of the Cooperative Service Model projects, over 8,000 students have been serviced. Over 1,300 students have been identified for referral to VESID for additional services.

Teams composed of a full-time vocational rehabilitation counselor, a special education teacher, and an occupational education teacher work together at a pilot site to provide appropriate services, programs, and support to identify students with disabilities as early as age 14. The students receive vocational evaluation and training services from local education agencies to facilitate transition to work. VESID then provides service to these youths when their schooling is completed.

VESID/New York City Board of Education Project. A critical element for improving coordination of services to in-school youth is early involvement of vocational rehabilitation counselors in the student's secondary program. This involvement allows the counselor to assist in appropriate occupational education planning, discussion of long-term goals, and provision of consistent transitional services.

The expanded role of VESID has increased coordination of vocational assessments and improved communication networks, planning, and follow-up for ongoing services for in-school youth with disabilities.

An improved communication network is being demonstrated by a joint VESID/New York City Board of Education project that develops plans to help VESID identify City secondary schools that need Board assistance. They have worked closely to identify where the VESID school projects have been successful. To date, 110 high schools throughout the five boroughs have been targeted to improve communications between the Board and VESID. Training of key staff from the schools and VESID has significantly strengthened the school linkage. This joint effort should result in more student referrals.

Vocational rehabilitation counselors continue to be involved with entire school communities in the planning and follow-up of adult services. School district staff have become better informed about VESID services and postsecondary resources, and counselors are more knowledgeable about the educational system. As the student moves into postsecondary experiences, counselors continue to provide assistance and support to ensure the successful transition from school to work.

Job Training Partnership Act (JTPA) Activities. While the Cooperative Service Model Project and the VESID/OECHC project are aimed at students who will be graduating from school during the next several years, there are young adults with disabilities just about to leave school now who need additional training to find and keep a job. To help these young adults, VESID cooperates with other Department offices to make effective use of JTPA funds.

The Governor's State Plan for JTPA requires that 30 percent of State Education Department 8-percent funds be spent on school-to-work transition projects. At least half this amount must be spent on projects to train young adults with disabilities. During 1989-90, about 50 projects serving approximately 1,000 young adults were approved to receive 8-percent funds. VESID staff worked with State Education Department occupational and continuing education staff to review proposed projects.

VESID district offices have also established ties with programs that use JTPA Title II-A 78-percent funds and Title II-B Summer Youth Program funds. In New York City, for example, the City Department of Employment, working in cooperation with VESID, has encouraged all training agencies that receive 78-percent funding to serve persons with disabilities. The majority of these agencies have applied for VESID approval to provide services to the disabled. VESID also cooperated with the City Department of Employment to design and review an incentive grant, funded by JTPA 6 percent money, for services to persons with disabilities.

VESID district offices also continue to use JTPA Title

II Summer Youth Program funds in various ways. In Syracuse, job coaches have been paid to help students with serious disabilities get summer jobs. A number of projects for young adults with serious disabilities have also been funded in the Utica/Rome area, including a data processing project for young adults with several different handicapping conditions. Extensive summer programming has also occurred in St. Lawrence County.

VESID has also been cooperating in a project with the Office of the State Advocate for the Disabled, the New York State Division for Youth, and the State Association of Employment and Training Professionals to ensure that disabled youth are appropriately served in JTPA mandated youth competency.

The Transition Effort. VESID assists in rehabilitating over 9,500 persons with disabilities each year. VESID maintains 15 district offices located throughout New York State. It is staffed by vocational rehabilitation counselors, many of whom are assigned on either a full-time or part-time basis to serve in-school youth. VESID counselors provide vocational rehabilitation services to more than 15,000 school-referred consumers per year. Early referral to the VESID system ensures a continuum of services for youth with disabilities. Moreover, vocational preparation is enhanced and chances of obtaining competitive employment are increased.

Efforts to help students make the transition from school to work and effectively combine several different Federal and State funding programs are furthered by VESID District Office Managers serving as rehabilitation representatives on 14 of the 34 State Private Industry Councils.

VESID continues each year to aid in rehabilitating many thousands of adults with disabilities into competitive jobs. It has taken several steps to ensure efficient use of Federal funds for this purpose. During the past year, public relations efforts aimed at convincing employers of the merits in hiring rehabilitated consumers were greatly increased. VESID continued working with other State agencies to provide cooperative services to persons with disabilities. In particular, VESID is encouraging experiments in supported work and transitional employment programs.

These activities will provide new alternatives in rehabilitation facility programming and in current evaluation, training, and sheltered workshop employment programs. Such programs provide on-the-job support for individuals with disabilities, including job coaching, supervision, and wage support.

New York State complements these efforts with an investment of over $5 million each year in State funds in 34 Independent Living Centers. The Centers provide walk-in counseling for any persons with disabilities and includes referrals to job training programs. The goal of VESID activities is to better coordinate existing federally funded programs, emphasize competitive job placement, and provide services to secondary school students as early as possible. VESID therefore encourages more Federal funding for demonstration supported work projects and for projects that bring together different federally funded programs in cooperative service ventures.

Employment: The Key to Full Success

Perhaps the ultimate issue for persons with disabilities is finding opportunities for obtaining meaningful employment. Recent trends in America's economy, including the shift of jobs from manufacturing to services, have created an unprecedented opportunity for competitive employment for individuals with severe disabilities.

Since the early 1940s, manufacturing in the United States has steadily declined as service industries have grown to comprise the largest percentage of jobs in America's work force. During the two decades after World War II, the nation experienced a population boom that ended with a significant decrease in the size of the American family.

During the 1970s, the "baby-bust" period, there was tremendous growth in the hospitality industries of restaurants, hotels, and food service. These industries employed a significant percentage of America's young, baby-boom generation entering the work force. They were able to accommodate an average 200 percent turnover in available jobs as the number of new companies and company properties increased rapidly.

During the 1980s, these industries experienced their most rapid growth only to find that the number of teenagers entering the work force was reduced by 14 percent. In fact, it is projected that six million fewer teenagers will have entered the work force between 1985 and 1990.

Several major industries have discovered that a large pool of America's work force has not yet been tapped: people with disabilities. Recent studies conducted by Harris Research Associates show that approximately 66 percent of America's work force with disabilities is presently unemployed. The hospitality, retail, finance and banking, and insurance industries are actively looking to work with private and public vocational rehabilitation and occupational educational programs to recruit dependable individuals with disabilities.

Again, the education and rehabilitation system will have to play a major role if this challenge is to be met.

The ability to obtain and maintain employment begins with providing the child with requisite job skills and job-related living skills. For people with disabilities to have equal opportunities, they may need earlier access to job training.

By the mid-1970s, Public Law 94-142 had improved learning opportunities for the first generation of children handicapped with severe mental, physical, and learning disabilities. These people are beginning to enter the work force with the benefit of at least 8 to 10 years of education. They have had better therapeutic and educational services, developmental and behavioral planning, and, when possible, education integrated with their able-bodied peers.

There needs to be broader based opportunities for job skill development and community-based competitive employment for this generation of children with handicapping conditions entering the workplace. Occupational education programs must be fully opened to persons with disabilities, and the traditional stereotypes resulting in limited fields of work must be eliminated.

The transition from school to work must be carefully monitored and coordinated by appropriate educators and vocational rehabilitation personnel. This requires intensive communication and cooperation among educators, vocational rehabilitation counselors, and employers. The educational system must also be more aware of employer perspectives and attempt to understand their needs and concerns. Vocational rehabilitation counselors should provide valuable assistance in addressing this issue.

Section 503 of the Rehabilitation Act has defined the rights of persons with disabilities to employment. However, for legislation to be implemented, corresponding quality programs must be initiated. Employment preparation for children with handicapping conditions must be based on the realities of the employment sector. Planning and decisions about the programs must include representatives of business and industry. Vocational rehabilitation job development and placement activities must be closely coordinated with employment preparation in the schools.

Job development requires knowledge of the skills and capabilities of individuals with disabilities and the needs of employers. The actual matching of an individual with a specific job is a critical area where the skills of vocational rehabilitation counselors can be used effectively by school personnel. If greater employment opportunities are to be expected, then students must be placed in more appropriate vocational and occupational education programs. If access to varied employment opportunities is to increase, then the support and involvement of potential employers must be enlisted in job development and placement strategies. If the long-range goal is to obtain and maintain employment for people with disabilities, then follow-up support must be further developed through postemployment services for students and support services for employers.

Supported Employment

Until recently, persons with severe disabilities have had very limited opportunities to join the competitive work force because they need ongoing services to support such employment. In New York State, more than 18,000 persons have become employed in sheltered workshops. Many of these individuals, however, could benefit from employment in integrated community work settings if long-term support services were available. This type of work opportunity is called supported employment.

Federal and State efforts are under way to develop a services approach to open more supported employment programs to persons with long-term service needs. The Rehabilitation Act Amendments of 1986 authorized a new $25 million grant program to assist states in providing such supported employment. The program received an approximate $28 million appropriation in fiscal year 1990.

VESID has joined with the State Offices of Mental Retardation and Developmental Disabilities (OMRDD) and Mental Health (OMH) to plan and fund some of these initiatives. VESID, in cooperation with these two agencies, has authored a successful Federal grant application to set up an interagency planning activity to build supported employment options into the continuum of services for persons with severe disabilities. Under this program, supported employment will provide:

- paid work for at least an average of four hours per day five days a week;
- work in integrated settings that provide frequent daily social interactions with people without disabilities who are not caregivers; and
- time-limited, ongoing support services to the individual or service provider such as a job coach, personal care, transportation, etc. A Supported Employment Advisory Council has been established to develop strategies for the provision of ongoing support that is not time-limited.

Supported employment is directed toward persons who have not been served, could not previously complete a vocational rehabilitation program because they lacked ongoing services, or were placed in sheltered day programs. It may be an attractive alternative for

students with disabilities who are aging out of school programs but cannot yet compete in the labor market. Linkages already exist between rehabilitation service providers and local businesses that should foster supported employment opportunities.

Despite these welcome efforts, there is not and has not been sufficient funding for supported employment opportunities, especially to provide ongoing support services such as job coaches, transportation, and attendant care. For example, the Federal regulations governing the expenditure of supported employment service funds restricts follow-up services to only 18 months. This impairs the opportunity for consumers with physical disabilities to benefit from supported employment services when their needs are lifelong.

Social Security

VESID has actively been screening social security disability determination cases for over 20 years.

In New York State, the task of disability determination for acceptance into Title XVI Supplemental Security Income and/or Title II Social Security Disability Insurance program rolls has been the responsibility of the New York State Department of Social Services, Office of Disability Determination (ODD). A cooperative arrangement through ODD and VESID has resulted in a referral to VESID of persons who may be able to benefit from vocational rehabilitation services.

The Social Security Administration is authorized to reimburse VESID for services provided in cases where the recipient has been successfully performing at substantial gainful activity for a period of nine months. Due to funding restrictions, SSA has not been able to provide full reimbursement; however, VESID received over $4 million in reimbursement for Federal fiscal year 1990.

A model screening program is presently being developed using SSA grant funds. In addition to current criteria, this model considers additional demographic factors, vocational profiles and labor market information. This new screening process will enable VESID to identify the most appropriate candidates for vocational rehabilitation services, and thereby have a significant positive effect on reimbursements.

Additional Issues

Rehabilitation Engineering. Rehabilitation engineering has been given much attention in the recently amended Rehabilitation Act. Traditionally, rehabilitation engineering has involved an assessment of a person's work or home environment and recommendations for accommodation, enhanced independent living, or, when necessary, development of new supportive devices or materials to enable the person to function independently.

Although these services are important, there has not been any significant allocation to permit state agencies to purchase them in relation to demand. Many public and private employers have been unable to purchase expensive supportive equipment for their employees, thus abrogating their mandated responsibility.

Consequently, some questions or issues must be considered in developing rehabilitation engineering services:

1. What is the role of the state vocational rehabilitation agency in purchasing this equipment or providing rehabilitation engineering services for employed people?
2. What impact will Section 504 of the Rehabilitation Act have on public and private employers who look to be relieved of responsibility for accommodating the employment of people with disabilities, claiming that the purchase of equipment or rehabilitation engineering services presents a financial hardship?
3. We need greater application of rehabilitation engineering services associated with design of accessible computers and the capability of people with disabilities to use personal computers to enhance academic, vocational, and independent living potential.

Networking with Other State Agencies. Given the recent program directions and fiscal climate in Washington, we anticipate that states will be required to provide a greater contribution to the cost of rehabilitation programs. This may include, once again, proposals for an increased percentage of matching costs as well as requirements for networking and sharing of costs among State agencies such as OMRDD, OMH, and the Developmental Disabilities Planning Council.

VESID has already established strong ties with related agencies. Funding must be sufficient to sustain current efforts and expand them as necessary. State resources are scarce enough without further mandating their use. Federal support must be maintained to provide adequate services.

Opportunities for Competitive Employment. For over 10 years, the Projects with Industry program has been funded from the U.S. Department of Education's Rehabilitation Services Administration (RSA). During the years covering the recent two amendments to the Rehabilitation Act, there has been significant growth in this program with funds exceeding $17 million awarded to approximately 100 projects.

However, under the same amendments to the Rehabilitation Act, new populations have been deemed

either eligible for vocational rehabilitation services or targeted for priority in the planning of service delivery. These populations include the learning disabled, traumatically brain injured, and autistic. There is a need to support legislation that will expand the capability of programs such as Projects with Industry to develop and innovate new service delivery methods or models for linkages with business and industry to benefit this population.

Legislation that continued Targeted Jobs Tax Credits for competitive placement of disabled individuals reduced the actual amount and duration of the tax credit. This program has been an effective means for enhancing business and industry employment of people with disabilities. Legislation should be enacted that would restore previous levels of tax credits and develop new incentives for expanding the intent or direct benefits of this program.

Standards for Rehabilitation Services Administration (RSA)-Sponsored Programs. RSA develops standards for programs and projects such as independent living services, Projects with Industry (PWI) Programs, and Client Assistance Programs. It is anticipated that by 1991 a major change will take place in the continuation funding of existing PWI grants. This would open the program for competitive proposals from across the nation. The standards that RSA intends to develop will significantly influence the selection of PWI applicants in the future, and state agencies must play a role in their development. The opening of the competition must recognize the positive contribution of long-standing programs. Newly developed standards should not disrupt the provision of services.

The rapid increase in the number of people affected by AIDS and recent decisions by RSA regarding the eligibility of AIDS-infected individuals for vocational rehabilitation services create a major planning issue for Congress and RSA. Major policy decisions for the future must address how the costs of the medical needs of this tragically disabled population will be met and to what extent state vocational rehabilitation agencies will be expected to contribute to the high cost of prescription drugs or medical services, if they are part of an Individualized Written Rehabilitation Plan.

Summary

During the past year the New York State Education Department and the Board of Regents have made significant strides in determining the manner in which services to persons with disabilities should be provided. It has become clear that a strong partnership with the Federal government must be forged to implement the needed changes.

The Federal government must recognize that the states need maximum flexibility to meet the multiple and varied needs of persons with disabilities. This must be achieved through provision of significantly increased funding that allows states the ability to use funds to address the unique needs of each state.

While increased funding is a basic necessity for providing comprehensive rehabilitative services, this must be coupled with consistent and flexible standards across all the involved Federal agencies that encourage consumer-centered, innovative, and effective practices. Improvement in Federal intradepartmental communication and planning, as well as strengthening the working relationship with the states, are the necessary components to achieving this end.

It is incumbent on the Federal government to focus on these critical issues during the reauthorization process leading to an amended Rehabilitation Act.

Recommendations

1. In elementary education, Federal program and fiscal incentives should be supported to:

- encourage early employment preparation for students with disabilities;
- provide for the training of staff on the needs and capabilities of students with disabilities, the purpose of transitional services, and the opportunities available for students with disabilities in vocational education; and
- promote increased communication and cooperation among State and local special education, vocational education, and vocational rehabilitation personnel.

2. In secondary education, which is the most important time for developing work skills and attitudes for students with disabilities, Federal incentives should be provided to increase cooperation among special educators, occupational educators, and vocational rehabilitation counselors. To accomplish this, the Federal government should:

- appropriate funds for transition of students with disabilities to work through establishment of a local school-based team to assist student and parent transition through the system;
- review definitions and program and fiscal guidelines of the Office of Special Education and Rehabilitative Services and the Office of Vocational and Adult Education to determine if real or potential conflicts exist;
- consider the special needs of youth with disabilities when enacting legislation for training, employ-

ment, or related areas to set aside sufficient resources for their special needs;

- develop a practical resource handbook of Federal guidelines for use by state agencies; and
- provide grants to train secondary teachers, guidance counselors, and vocational rehabilitation counselors to employ these coordinated services.

3. In postsecondary education, once a student with a disability leaves secondary school, he or she may require further training in a specific skill to become ready for work. This postsecondary training could include college, vocational trade school, or short-term employer specific skills. The Federal government can support youths who need further training by:

- providing incentives to promote improved linkages between local school districts and postsecondary institutions;
- providing funds for the continuation of necessary support services that are available to youth in elementary and secondary into postsecondary programs.

4. Federal incentives to employers should be increased to promote employment of individuals with disabilities at a level commensurate with their needs and capabilities. Secondary and postsecondary training programs should be encouraged to strengthen their relationship with the employment sector and to involve employers in curricula and service coordination. Funding should be provided to extend necessary services to employed individuals with disabilities.

5. Current Federal legislation provides funding through a competitive grant process for projects to incorporate supported employment activities into states' rehabilitation systems. However, there is no additional Federal funding to pay for on-going, long-term support services beyond a limited 18-month period. Many persons may need costly services for their entire work careers, including job coaches, transportation services, and attendant care. The rehabilitation program cannot continue providing services once the person with a disability is successfully employed. The financial burden for long-term supported employment cannot be fully met by states. Federal service money should be made available to carry out fully this important and beneficial program. The 18-month provision should be replaced by an unlimited time follow-along opportunity.

6. Recent Federal interpretations of Supported Employment Regulations have precluded access to these programs by certain individuals whom these programs were intended to serve. Federal regulatory interpretations must be more consumer oriented.

7. The Federal Rehabilitation Services Administration (RSA) should definitively state that rehabilitation agencies may define the scope of their services without implementing an order of selection and disenfranchising eligible consumers.

8. The Federal Rehabilitation Services Administration should limit the role of State vocational rehabilitation agencies in providing rehabilitation engineering services to employed people with disabilities so as not to compromise the responsibility of companies to provide accommodations under the law.

9. For the past 18 years, the Projects with Industry Program has successfully established programs to provide people with disabilities with the services necessary to enable them to obtain and retain competitive employment. This program should be expanded to permit existing providers to continue the fine work they have accomplished and permit new vendors to meet the needs of additional populations not presently served.

10. Any future federally required networking among vocational rehabilitation related service agencies should be accompanied by increases in Federal funding.

11. Any new standards for RSA programs must be carefully considered and formulated with input from states. They must recognize the positive contribution of long-standing programs and not disrupt existing services.

12. The impact of AIDS on vocational rehabilitation funding and services must be recognized and planned for, defining rehabilitation agency responsibility for such cases.

XIII. EDUCATION FOR ALL HANDICAPPED CHILDREN

New York State remains committed to assuring quality instruction and school achievement for students with handicapping conditions through improved accountability, access, and opportunity in curricular and extracurricular activities. However, Federal changes must occur to support and assist state efforts to provide appropriate educational services to the children.

The following discussion details some of the provisions of the Education of the Handicapped Act (EHA) that the Regents feel must be reviewed to evaluate their current applicability.

Program Funding

The Federal government must assume its share of the financial responsibility for implementation of the mandates for education of the handicapped. While the threat of including programs for the education of children with handicapping conditions in a block grant has been removed for the immediate future, a full Federal fiscal commitment has never been realized. To maintain and build upon the educational gains made by children with handicapping conditions in the last decade, the Regents urge Congress to match the statutory and regulatory commitment with sufficient funding to meet the educational needs of this population.

The Federal government, particularly, should provide states with necessary fiscal resources to implement the Education of the Handicapped Act Amendments of 1986 for the education of children with handicapping conditions ages birth to two and three to twenty-one.

Consolidation of Federal Entitlement Programs

Three separate Federal entitlement programs for the education of children with handicapping conditions are presently authorized under two separate statutes. They are: 1.) The basic Public Law 94-142 grant program (EHA, Part B, Section 1411); 2.) The Preschool Grant Program (EHA, Part B, Section 1419); and, 3.) The Public Law 89-313 grant program (Elementary and Secondary Education Act, as amended, Title I, Chapter 1, Part D, subpart 2).

These programs should be consolidated under a single authorization, with states' plans and accountability for the use of such funds governed by a single set of administrative rules and regulations. Consolidation would help reduce administrative burden and duplication of effort in applying for, allocating, approving, and mandating the use of Federal entitlement funds.

Reauthorization of Discretionary Programs

Discretionary programs under the Education of the Handicapped Act are scheduled for reauthorization. Under current law, discretionary provisions fund a myriad of projects and activities that are uncoordinated and not necessarily linked to the priority areas identified through the regional state planning process. In the reauthorization, specific language should redirect their allocation and management so that a significant portion of related funds will be targeted directly to resolution of issues identified through the various state plans. This will more effectively assist states in discharging their responsibilities.

Coordination and Cooperation

The education and training of individuals with disabilities is a critical activity that requires close cooperation among various agencies and levels of government to have maximum impact. The Regents believe that the following areas of cross-agency activity must be strengthened to meet the needs of this population:

- The programs of Rehabilitative Services and the Office of Special Education Programs, two branches of the Office of Special Education and Rehabilitative Services, must be coordinated to ensure a continuum of services for individuals with disabilities from birth through adulthood.
- The Office of Special Education and Rehabilitative Services must develop a consistent mechanism for policymaking, decision making, and associated interpretations. A more consistent framework will help distinguish national issues from those that apply to specific state responsibilities and those that are not readily resolved without legal or regulatory change.
- The Office of Special Education and Rehabilitative Services and their mental health system counterparts must address the interagency nature of service provision for the seriously emotionally disturbed child. Inconsistencies in definitions and treatment and educational methodology need to be resolved at the Federal level to assure that the multiple needs of these children and their families are met.
- The recent legislation and Supreme Court decisions related to Medicaid eligibility criteria and the provision of a free appropriate public education under the EHA must be appropriately carried out. The

Office of Special Education and Rehabilitative Services and the Health Care Financing Administration (HCFA) must establish mechanisms that allow these two systems to work in concert. The HCFA should assist states in receiving Medicaid funds for related services rather than continuing to undermine such access.

Reporting Requirements

Unnecessarily specific and duplicate reporting requirements for states must be eliminated. The type and specificity of data requested for state plans and for annual reporting requirements are burdensome. The Regents believe that, while there is congressional need for information to evaluate the effectiveness of EHA programs, the scope of such information is defined by statute and should be so limited.

The Regents encourage alternative methods for data collection, such as sampling, to prevent erroneous, incomplete, or inappropriate funding applications or monitoring activities initiated by the U.S. Department of Education. Current efforts to collect impractical and unnecessary data through Federal monitoring and information gathering must be significantly decreased to lessen the burden on states and more closely follow the intent of the law. Increases in reporting requirements use resources that should be devoted to assuring quality programming and equal opportunity for the disabled population in our schools and communities.

Training and Development

There must be greater recognition of each state's role in training and personnel development and the need to establish systems that meet geographic, demographic, and specific personnel imperatives without hindrance from overly prescriptive Federal requirements. Current regulations concerning states' responsibility for personnel development are unwieldy and unresponsive to local needs.

The U.S. Department of Education also needs to examine closely the manner in which it involves state education agencies in developing priorities under the personnel preparation grant program. States must be able to access Federal funds to address critical regional and statewide needs identified in their Comprehensive System for Personnel Development. Related regulations should be promulgated with dispatch.

The Regents strongly encourage the provision of fiscal incentives to preservice special education candidates to assist in increasing the pool of qualified personnel. Several national organizations have confirmed the significant shortages of such personnel, which have potentially damaging consequences for the nation's children and young adults with disabilities.

Attorneys' Fees

The Regents strongly support congressional efforts to clarify issues related to special education suits and attorneys' fees. New York State recognizes current inconsistencies in fee provisions and interpretations of Section 504 of the Rehabilitation Act, the EHA, and the Civil Rights Attorneys' Fee Award Act. The Regents are deeply concerned, however, about possible negative effects of legislation on attorneys' fees and on rights, remedies, and procedures related to the prohibition of discrimination.

We urge that such legislation be monitored closely with the following considerations:

- Before court action is brought, have the disputing parties attempted to resolve differences through authorized administrative due process procedures?
- Is it more reasonable to allow the court to authorize, at its discretion, the awarding of reasonable attorneys' fees incurred during the course of litigation when parents prevail in court and under the following circumstances: 1.) when the state or local education agency initiates the proceeding under Section 615(b)(2) or files an appeal under Section 615(c); or, 2.) when the court finds a violation under P.L. 94-142?
- Does the recovery of expenses or attorneys' fees at any level of administrative due process encourage litigation and discourage timely provision of appropriate services to children with handicapping conditions?

Due Process

The EHA due process procedures should be evaluated to determine if they can be revised to be less intimidating to parents and foster a meaningful partnership between parents and schools. It is also important to determine if Federal regulations are impeding the development of creative appropriate services to children with handicapping conditions. Federal requirements and procedures should be reviewed to determine if they are necessary for achieving intended results.

In New York, as in many states, the Chief State School Officer reviews first-level due process appeals. Federal challenges to the impartiality of New York State's Commissioner of Education and other Chief

State School Officers are based on unsubstantiated allegations and are not supported by fact. Such intrusive practices, which negatively affect the overall functioning of existing systems, should be discontinued and replaced with a supportive partnership between Federal and state agencies.

Section 504 of the Rehabilitation Act

Recent complaint investigations conducted by the Office of Civil Rights (OCR) have resulted in rulings that indicate a new interpretation of some provisions of Section 504. OCR has found an obligation for school districts to provide an identification and evaluation process for students with handicaps who are ineligible for special education under the EHA, a process that would parallel the EHA identification and evaluation system.

The Regents strongly urge reconsideration of such findings. The establishment of a parallel system would place an additional, unwarranted burden on school districts. The rationale supporting the new interpretation has not been clearly articulated and does not appear reasonable or consistent with congressional intent.

Recommendations

1. The Regents urge Congress to match the statutory and regulatory commitment made to the children with an adequate fiscal commitment, particularly for the developing programs for the young.
2. Congress and the Department of Education should consolidate Federal entitlement programs for the education of children with handicapping conditions under a single authority to be administered by states under a unified set of administrative rules and regulations.
3. The authorizing statute for EHA discretionary programs should be redirected so that a significant portion of related funds will be targeted directly to resolution of issues identified through state plans.
4. The Office of Special Education and Rehabilitative Services should conduct an analysis of all Federal policies and statutes and implement necessary changes to ensure that the systems for children with handicapping conditions and disabled adults are better connected.
5. The Office of Special Education and Rehabilitative Services must develop a consistent means for distinguishing national issues from those that apply to specific state situations and/or responsibilities and those that are not readily resolved without legal or regulatory change.
6. The Office of Special Education and Rehabilitative Services and their mental health system counterparts must rectify inconsistencies between educational and mental health terms and methodologies as they negatively affect services and programs provided to seriously emotionally disturbed children.
7. The Office of Special Education and Rehabilitative Services and the Health Care Financing Administration must coordinate Medicaid eligibility criteria with the provision of a free appropriate public education under the EHA.
8. The Regents encourage alternative methods for data collection to prevent erroneous, incomplete, or inappropriate funding applications or monitoring activities initiated by the U.S. Department of Education. The collection of impractical and unnecessary data through Federal monitoring and information gathering must be decreased to lessen the burden on states and more closely follow the intent of the law.
9. Changes are needed to allow greater recognition of each state's role in training and personnel development and to establish systems that meet geographic, demographic, or specific personnel needs without hindrance from overly prescriptive Federal requirements. Furthermore, in promulgating regulations, the U.S. Department of Education needs to examine ways to enhance participation in developing priorities under the personnel preparation grant program and increase cooperation between state ed cation agencies and institutions of higher education.
10. The Regents strongly support congressional efforts to clarify issues related to special education suits and attorneys' fees. The Regents are deeply concerned, however, about possible negative effects of legislation on attorneys' fees and on rights, remedies, and procedures related to the prohibition of discrimination. We urge that the legislation be monitored closely with the considerations outlined above.
11. The current due process system should be evaluated to determine if it can be made less intimidating to parents and foster a meaningful partnership between parents and schools. It is also important to determine if Federal regulations are impeding the development of creative appropriate services to children with handicapping conditions.
12. Recent Office of Civil Rights rulings that suggest school district responsibility for a parallel evaluation system for students ineligible under Public Law 94-142 should be rescinded as inconsistent with congressional intent and extremely burdensome for school districts.

XIV. EDUCATION FOR INTERNATIONAL COMMUNICATION AND AMERICAN ECONOMIC COMPETITIVENESS

Our world is becoming smaller. We are reaching out to our neighbors, spanning borders and oceans in pursuit of international trade. There is no longer an international frontier. A third of American corporate profits and four of every five new jobs in the United States are generated by international trade. The 23 largest American banks derive almost half of their total earnings overseas. Our investments abroad exceed $300 billion. The focus of business and government is the complex balance of trade with other countries. Yet, we have been dealing from a position of isolation. We are limited by our ethnocentric perspective that the language of business and politics is English.

The Role of Education

To succeed in the international marketplace and address global concerns, we must know the cultural context within which various economies work and be able to communicate freely with other peoples. Understanding perspectives that are rooted in tradition, religion, and historical relationships is essential. Educational institutions must be able to educate and train our citizens to understand other cultures and work comfortably with them.

The National Governors' Association's 1989 report, *America in Transition, The International Frontier*, states that "In 1989, the United States is not well prepared for international trade. We know neither the languages, the cultures, nor the geographic characteristics of our competitors....How are we to sell our products in a global economy when we neglect to learn the language of the customer? How are we to open overseas markets when other cultures are only dimly understood? More than ever before, our economic well-being is intertwined with that of other countries through expanding international trade, financial markets, and investments. More than ever before, our national security — indeed, world stability as a whole — depends upon our understanding of and communication with other countries....The world beyond our borders is crucial to this nation."

For diplomatic and military personnel overseas, second language proficiency is an essential skill. The United States is the only major world power that does not require second language proficiency for entry into foreign service. Key posts are filled by high-level officials who can neither speak the local language nor read the local newspaper. Less than one percent of our overseas military personnel are competent in their host country's language. Language and culture are closely intertwined. Our country cannot operate globally if key field personnel cannot fully relate to their environment.

Scientific, technological, communication, and transportation advances have brought nations closer together. Developments in trade, finance, economics, and politics have created a highly interdependent global marketplace. But, 61 percent of our business schools do not offer international trade courses, and fewer than one-third of Fortune 500 executives have any foreign experience.

National reports that criticize elementary and secondary education point to the need for foreign language and cultural instruction. The Advisory Council for International Educational Exchange's *Educating for Global Competence* states that "only three percent of American high school graduates and only five percent of our college graduates reach a meaningful proficiency in a second language — despite the fact that many of them come from bilingual homes. As recently as three years ago, 33 states did not require any foreign language study in high school. [Additionally,] thirty-four states require no world history course in their high schools." United States Department of Education data indicate that foreign language enrollments in grades 9 through 12 decreased nearly 23 percent from 1970 to 1982. The good news is that from 1982 to 1985, enrollments have increased by nearly 39 percent. This recognition that foreign language acquisition is a critical and basic skill is significant and must be encouraged and supported.

The Regents realize that more is needed. New and innovative techniques for foreign language instruction must be developed and tested. State and local education agencies and postsecondary institutions must promote experimentation with interactive technology, development of new curriculum materials, and experiences with the cultural heritage of other societies. The New York State's Regents Action Plan for Elementary and Secondary Education recognizes the need for international education and language instruction by requiring two years of foreign language studies from kindergarten through grade 9 and the incorporation of an international perspective into all subject curricula. Global studies are required for the receipt of a high school diploma.

New York State Activities

The New York State Board of Regents and Education Department are addressing these issues by providing

opportunities for the State's teachers and students to strengthen language skills and broaden their knowledge of other cultures. Toward that end, the following programs have been developed:

Youth-to-Youth Exchange. In cooperation with the Wellspring Foundation, Grand Union Supermarkets, the Polish Ministry of Education, and Kombinat, a major Polish copper mining and smelting company, the Department has developed a youth-to-youth exchange between high school students from New York State and Poland. The Polish youth spent July 1988 in our State, living in college dormitories and private homes. Our students spent July 1989 in Poland. This was the first high school student exchange between Poland and the United States and a unique private/university/state education agency effort to promote cultural understanding. This program has come at a particularly exciting time, given Poland's recent political changes. A second group of Polish students will spend July 1990 in New York.

New York State-Moscow Telecommunications Project. This innovative program links 12 secondary schools in Moscow with 12 secondary schools in New York State. Student have communicated via electronic mail and interactive technology. The program involves the exchange of students, teachers and administrators on a bilateral (cost sharing) basis, and telecommunication linkups by computer (electronic mail), telephones, and video telephones. The program will also include the exchange of information and materials for teaching Russian and English.

Ibero-American Heritage Curriculum Project: Latinos in the Making of the United States of America, Yesterday, Today, and Tomorrow. The State Education Department, in conjunction with six other states (Arizona, California, Florida, New Jersey, New Mexico, and Texas), six countries (Brazil, Chile, Costa Rica, Mexico, Portugal, and Spain), and Puerto Rico, is developing a comprehensive interdisciplinary curriculum to integrate the study of Ibero-American culture and influence in the United States into the educational system. The curriculum guides will be designed as resource guides and will heighten the awareness of Americans regarding the Ibero-American influence on culture and history in the United States. The Project is guided by a 14-person international advisory panel. Scholars, researchers, and educators from North America, Latin America and the Iberian Peninsula are part of this unprecedented curriculum development process. The advisory panel develops the overall rationale and identifies issues. Curriculum specialists will highlight the rich and lasting Latino origins of the United States.

Italo-American Heritage Curriculum Project. The State Education Department is developing a comprehensive interdisciplinary curriculum to integrate the study of Italo-American history and contributions in the United States into the educational system. The Project is being developed in cooperation with Governor Mario M. Cuomo's *Due Case, Una Tradizione* program. It will have two components: 1) Italian language materials and teaching strategies; and, 2) instructional materials using state-of-the-art technologies. The Project will be guided by an advisory panel of historians, economists, linguists, demographers, sociologists, and Italian-American culture specialists.

Curriculum Consultant Program. We have developed a curriculum consultant program that brings educators from other countries to New York to work with Education Department staff to develop curriculum materials and strengthen foreign language studies in our schools. The consultants visit school districts, provide technical assistance to teachers and administrators, and make presentations on their country's language and culture to students.

Apartheid and South Africa. The State Education Department has coordinated seminars on apartheid and South Africa for State social studies educators. These seminars provide teachers with materials and guidance for preparing lesson plans to teach about this important topic. The Global Studies requirement of our Regents Action Plan focuses on the study of other regions of the world, and these seminars are one way that New York State teachers can prepare to meet that requirement.

Multinational and Comparative Education Scholarships. We provide scholarship opportunities for teachers and administrators to participate in history/culture study programs in Canada, France, the Federal Republic of Germany, Italy, and Spain. These programs have helped foreign language and social studies teachers to strengthen their teaching skills and provided authentic materials to augment lesson plans. Administrators have learned first-hand the pressing need for foreign language programs in the schools. To date, the scholarships have been funded by the host countries who wish to expand the study of their languages in this country.

Other activities are under way to integrate aspects of international education into social studies, arts, music, science, economics, and language courses. However, more teachers must be trained for foreign language instruction, particularly in less frequently taught languages such as Russian, Arabic, Japanese, Chinese, and Portuguese.

Exchange of Programs, Practices, and Peoples

A key way for educational institutions to develop international competence is through the exchange of programs, practices, and peoples. Millions of United States residents participate in international exchanges or are members of host families. Long- and short-term visits by foreigners are made to the United States for training, study, or seminars. Additionally, countless cultural institutions cooperate in international exchanges of scholarly information, historical and arts exhibitions, and performing arts programs. These exchanges are sponsored by private and public organizations, institutions, and businesses, and many have existed for over 50 years.

Most exchange programs have been led by American private voluntary organizations. However, only a small portion of all existing private, citizen-exchange programs are connected with the educational and cultural communities. These programs can be enormously effective in providing experiential learning opportunities for youth and adults.

Unfortunately, the majority of exchange programs involve a limited number of countries and, at best, modestly involve the developing world. Relatively few of our secondary school youth visit the Middle East, Africa, Latin America, or Asia, where three-fourths of the world's population is located.

The President's Youth Exchange Initiative proposes to expand exchange programs to 11 developing countries. This positive step should be followed by the inclusion of additional developing countries. Also of note is a study by the Institute of International Education indicating that, of all college-sponsored students studying abroad in 1980-81, 82 percent studied in Western Europe, while only 8.4 percent studied in Latin America, 2 percent in Asia, and 6 percent in Africa. Nothing significant has occurred since then to alter this imbalance.

Exchange opportunities should be provided equitably for all students, especially the economically disadvantaged and those in vocational/occupational programs. It is generally the case that the cost of a student's participation in an exchange program is the parents' responsibility. Students from economically disadvantaged families are virtually eliminated from sharing in an experience that could have a major positive impact on their lives. Vocational/occupational students could participate in exchange or apprenticeship programs for automotive mechanics, hotel management, fashion design, and other fields.

Federal Role — Current Status

The Federal role in international education has been narrow in scope and provided inadequate funding for programs such as the International Education Program under Title VI of the Higher Education Act; the Fulbright-Hays Program; and selected National Endowment for the Humanities programs. Most Federal assistance has been used for advanced study and research.

Title II of the Education for Economic Security Act (the Math/Science program) was reauthorized through 1993 as Title II -Critical Skills Improvement under the Hawkins-Stafford Elementary and Secondary School Improvement Amendments enacted in May 1988. Title II now separately authorizes a Foreign Language Assistance program as Part B. While $20 million has been authorized under this act for Part B, funds have not been appropriated to date.

While the national importance of exchange programs for secondary school students has been recognized through the President's International Youth Exchange Initiative, funds must be appropriated to provide assistance to foreign language teachers and programs. The lack of an appropriation sends a message to the world that foreign language training is unimportant — that the United States is content to remain culturally isolated — even at a time when foreign language skills and cultural awareness are critical to our economic and political well-being.

For FY 1990, Title VI of the Higher Education Act (International Education and Foreign Language Studies) has an appropriation of $40.3 million, an increase of $9.3 million over the 1989 total, composed of $35.1 million for domestic programs and $5.2 million for overseas programs.

Funds for domestic programs support graduate and undergraduate foreign language and areas studies centers, graduate fellowship for students, foreign language and international education research, and international business education programs. The Secretary of Education is authorized to set the priorities for funded activities. Given the lack of a separate line item for the international business education program, we hope that a portion of the increased appropriation will be used to establish or expand centers in international business education similar to those authorized in the Omnibus Trade and Competitiveness Act of 1988.

The long-term economic and strategic needs of the United States require a major expansion in our national capacity to communicate in the critical languages of the world. This effort calls for a more concentrated effort to carry out carefully targeted research and development activities and to expand that capacity to new educational, scientific and business communities. Therefore, within the increase provided, $1 million has been included for grants to fund up to two foreign lan-

guage resource centers to identify national needs for critical language training and provide programmatic responses to those needs. The grants are to be made in consultation with the Secretary of Defense.

Overseas programs in international education and foreign language studies are authorized by the Mutual Educational and Cultural Exchange Act of 1961, popularly known as the Fulbright-Hays Act. This Act provides grants for faculty and doctoral studies research abroad and foreign curriculum consultants.

While the Regents welcome the increase in Title VI funding, we are concerned that state education agencies (SEA's) are not eligible to receive any of the funds.

On August 4, 1989, S. 1540 was introduced in the Senate to establish a critical languages and areas studies program. The bill would "make grants to eligible consortiums to operate critical languages and area studies programs to develop, construct and acquire educational equipment, materials and facilities and develop teacher training programs, texts, curriculum and other activities designed to improve and expand the instruction of critical languages and areas studies at secondary and elementary schools across the Nation." The Regents are encouraged by the introduction of this legislation but, once again, SEA's are excluded.

By excluding SEA's from eligibility to receive funding under Title VI and under S. 1540, the opportunity to have statewide coordination and leveraging of programs is lost. To achieve the broadest participation and maximize use of available funds, the Regents believe that SEA's should be eligible to receive funding.

Strong Federal action is needed to secure America's competitive position abroad. The link between foreign language competency and economic stability is key to American economic and political security. The United States achieved its export dominance after World War II with little foreign competition. Now, not only have foreign economies developed, they have become stiff competitors here and overseas. It is increasingly difficult for us to gain access to new markets or even to hold our own in old ones. In 1992, the landscape of international economics will change as the European economic community transforms Western Europe into a unified economic entity, larger than the United States, with the promise of swift economic growth, lower prices, and two million new jobs. As New Jersey Governor Thomas H. Kean, Chairman of the National Governors' Association Task Force on International Education stated, "For more than a century, Americans enjoyed unchallenged superiority in virtually everything we turned our hands to. We could afford the luxury of ignoring the seers and experts who urged us to learn the tongues and ways of other lands, but those days have gone the way of leaded gas and the nickel phone call. If we are to reap continued prosperity and security we must plant the seeds of international education today."

As Tom Peters noted in the March 3, 1986 issue of *U.S. News & World Report*, "...our previous successes abroad were won because there were no alternatives, not because we had honed our international management skills." We have a crisis on our hands, but it is not too late to break out of our cultural isolation. We must ensure that tomorrow's political and business leaders have a firm foundation in cultural literacy. Such skills are requisite to effective competition in international activities. To participate fully and negotiate from a position of strength, we must understand our competitors. To reinforce our global economic position, we must provide the most comprehensive education in every area of study. We cannot afford to shortchange our economic and political security.

Recommendations

1. The Regents recommend implementation of an Education for International Communication and American Economic Competitiveness Act. This legislation should take a comprehensive, results-oriented approach to increasing international skills in the business community and creating awareness among Americans of the international aspects of our economy.

For state and local districts like New York that have already begun international education activities and for other areas, this Federal program should provide an incentive to meet the national goals of developing international competence among our citizens and increasing American economic competitiveness in the world marketplace.

In this new Federal program, states should coordinate related activities within their boundaries and serve as principal contacts with the United States Department of Education, the United States Information Agency, and other relevant agencies and private organizations. State education agencies are a natural focal point for working with public school districts and postsecondary institutions to implement such activities. As an example, the New York State Education Department created the Center for Multinational and Comparative Education to develop programs with other countries that promote the study of foreign languages and strengthen the skills of foreign language teachers.

2. The Regents believe that members of our military must be better prepared for service in foreign countries by having a functional literacy in the language and the culture of the country to which they are posted. This

instruction must start in basic training and be included as part of the on-duty training regimen. General education must currently be undertaken in off-duty hours, a provision that inhibits participation by service people. This should be changed to accommodate instruction in the language and culture of the area to which a service person is, or may be posted, beginning in basic training. Opportunities should then be provided for ongoing study as part of on-duty assignments. This effort would play a significant role in not only preparing for service in foreign countries but in building pride and confidence in staff to better acclimate them to foreign surroundings and for personal development. Everyone should have functional literacy in a foreign language and its culture.

3. State and local education agencies should be encouraged to collaborate with postsecondary and cultural institutions and other groups to develop new international education resources, including materials and personnel. Resource development activities should include:

- University Resource Centers, in concert with state education agencies, to provide in-service training for teachers and administrators. Centers should support primary and secondary school teachers in global and second language studies, related curriculum development activities, instruction in appropriate teaching methods through summer institutes, weekend seminars, and the like. Centers also could link schools, colleges, and businesses in partnerships that provide cultural and technical understanding.

- Scholarships for college students and teachers with fewer than three years of foreign language teaching experience to participate in summer and year-round language programs abroad and summer language immersion institutes. This should help meet the impending shortage of language teachers. Awards should be based on academic ability and demonstrated interest in teaching languages, with a focus on minority and other disadvantaged students. Special attention should be given to languages that are less commonly taught and have teacher shortages, including Russian, Japanese, Chinese, Arabic, and Portuguese.

- Telecommunication linkages between nations, an efficient and cost-effective way to convene international seminars and in-service programs among professionals. Specific attention should be given to using technologies that provide for interaction and the transmission of audio, video, print, and other data.

- New materials development, including creation and dissemination of multinational-oriented curricula, audiovisual programs, and software. Experimentation with interactive computer technology and satellite communication should be promoted.

4. Programs should be developed to enhance cultural understanding and promote international linkages reflecting the economic interdependence of nations, including:

- Linkages between state and local education agencies and foreign counterparts to promote institutional partnerships. Domestic and foreign education agencies should cooperate in curriculum development, cultural and sports exchanges, development programs (e.g., in agriculture, community education, and ecology), and school-international business partnerships.

- Summer institutes for elementary and secondary foreign language and culture students, with special emphasis on less commonly taught languages. State and local education agencies would seek participation by foreign visitors, returned Peace Corps volunteers, multinational corporations, private international development organizations, and others to provide summer opportunities for students to develop foreign language skills, insight into other cultures, and multidisciplinary and cross-cultural skills to analyze major international issues.

- Programs to provide resources to state and local education agencies and higher education institutions for exchanges involving students, education personnel, and policymakers. The exchange of elementary and secondary school teachers would be fostered by a system of reciprocal accreditation. Collaboration with existing private international citizen exchange programs would be essential. Special emphasis should be given to previously underserved populations, including the rural and urban poor and vocational-technical students.

- Cross-national comparisons of educational data to help American educational researchers and policymakers plan national data collection and assessment activities. Collaborative efforts among Federal agencies, states, and international education associations should be developed, strengthened, and used to promote appropriate, high-quality exchange, collection, and interpretation of comparative data.

5. A National Fund for International Education should be created, as recommended by the National

Advisory Board on International Education Programs. The Fund should receive a portion of the money generated by the overseas sale of United States government property and by interest payments on overseas technical assistance loans. To encourage contributions from American firms unable to repatriate foreign profits, tax deductions should be permitted on contributions made to the Fund by their foreign subsidiaries or for the establishment of overseas education materials development and exchange centers.

Fund resources should be available for activities under the proposed Education for International Communication and American Economic Competitiveness Act, Title VI of the Higher Education Act, and Title II-Critical Skills Improvement of the Hawkins-Stafford Amendments. However, an existing Fund should not preclude separate supplementary appropriations under the aforementioned Acts.

6. Parts B and C of Title II of the Critical Skills Improvement Act and Title VI of the Higher Education Act should be fully funded.

7. Any legislation that seeks to expand and promote the study and teaching of foreign languages and area studies should permit participation of state education agencies to ensure maximum impact of the use of appropriated funds.

APPENDIX

CHRONOLOGY OF SIGNIFICANT DATES IN THE HISTORY OF FEDERAL INVOLVEMENT IN EDUCATION

1777 Initiation of direct Federal administration of educational programs, starting with instruction of military personnel, including schooling in mathematics; adoption of a plan to establish a military academy.

1785 Land Ordinance, commencing education aid to territories, and later to states, by endowment of public lands to schools.

1787 Northwest Ordinance ("the charter of public education"), commencing endowment of public lands to public higher education institutions.

1802 Ohio Enabling Act, giving a section of each township "to the inhabitants...for the schools thereof," and five percent of the proceeds of public land sales for public improvement, including schools; establishment of the United States Military Academy, the first Federal higher education institution.

1818 1850 Expansion of the "land grant" concept, based on the 1802 Ohio act, through similar plans in Illinois, Michigan, Oregon, and California as they entered the Union.

1862 First Morrill Act, starting Federal aid to states through land grants for colleges for agricultural and industrial education and military tactics instruction.

1867 Establishment of Federal Department of Education.

1876 Establishment of the principle that schools should be free from sectarian control.

1890 Second Morrill Act, introducing a policy of Federal grants for college instruction in specified subjects; beginning of administration of Federal aid programs by the United States Office of Education.

1911 Marine School Act, starting Federal aid with state matching requirements.

1914 Smith-Lever Act, starting cooperative extension work in agriculture and home economics (first direct aid for adult education).

1916 National Defense Act, authorizing establishment of Army Reserve Officer Training Corps (ROTC) programs at colleges and universities.

1917 Smith-Hughes Act, commencing Federal aid for vocational education below college level.

1918 Smith-Sears Act, providing vocational rehabilitation aid for World War I veterans.

1920 Smith-Bankhead Act, commencing Federal-state cooperation in vocational rehabilitation for persons disabled in industry.

1937 National Cancer Institute Act, establishing the Public Health Service fellowship program and setting the precedent for legislatively authorized fellowships.

1940 Appropriation of Federal funds for summer training programs for workers essential to defense.

1941 Lanham Act, providing assistance to public schools in areas affected by Federal war activities.

1943 Establishment of Army specialized training programs at colleges and universities.

1944 Servicemen's Readjustment Act (G.I. Bill of Rights), providing assistance for veterans' education.

1950 Public Laws 815 and 874, providing Federal support for schools in certain federally affected localities.

1953 Creation of the Department of Health, Education, and Welfare.

1954 Cooperative Research Act, providing for educational research and research training under the United States Office of Education.

1956 Library Services Act.

1958 National Defense Education Act, providing assistance to state and local school systems for strengthening instruction in science, mathematics, modern foreign languages, and other critical subjects; improving state statistical services; guidance counseling, testing services, and training institutes; higher education student loans

and fellowships; foreign languages institutes and advanced foreign language study and training provided by colleges and universities; experimentation and dissemination of information on more effective use of media; and vocational education for technical occupations necessary to the national defense.

1962 Manpower Development and Training Act, providing training for the unemployed and underemployed.

1963 Higher Education Facilities Act of 1963, authorizing grants and loans for classrooms, libraries, and laboratories in public community colleges, technical institutes, and undergraduate and graduate facilities in other higher education institutions.

Vocational Education Act, requiring action plans to overcome sex discrimination, sex bias, and stereotyping in vocational education.

1964 ROTC Vitalization Act, formally establishing ROTC scholarship programs and high school Junior ROTC programs.

Civil Rights Act of 1964, prohibiting discrimination against students on the basis of race, color, or national origin by any organization receiving Federal assistance.

1965 Elementary and Secondary Education Act of 1965, providing funds for local school districts to broaden and strengthen elementary and secondary school programs (principally to aid children from lower-income families).

Higher Education Act of 1965, providing grants for university community service programs, college library assistance, library training and research, strengthening developing institutions, teacher training programs, and undergraduate instructional equipment; authorizing insured student loans; establishing a National Teacher Corps; and providing graduate teacher training fellowships.

Adult Education Act, authorizing grants to states to encourage and expand adult education programs, including training of teachers of adults and demonstrations in adult education.

1968 Bilingual Education Program, providing services to meet the special educational needs of limited English speaking students.

1972 Basic Educational Opportunity Grant program, as part of the Education Amendments of 1972, assisting in making postsecondary education accessible to all qualified students.

Title IX of the Education Amendments of 1972, prohibiting sex discrimination against students or any employee of a school district receiving Federal financial assistance.

Indian Education Act, providing financial assistance to meet the special educational and culturally related academic needs of Native American students.

1973 Comprehensive Employment and Training Act of 1973, providing employment and training opportunities for unemployed and underemployed persons (expansion and consolidation of the Manpower Development and Training Act of 1962, Title I of the Economic Opportunity Act of 1964, and the Emergency Employment Act of 1971).

Rehabilitation Act of 1973, facilitating expanded opportunities for all handicapped individuals.

1975 Education of the Handicapped Act, providing for a "free appropriate education" for handicapped children.

1976 Veterans Educational Assistance, providing for expanded programs.

1977 Youth Employment and Demonstration Projects Act of 1977, establishing a youth employment training program that includes promoting education-to-work transition, literacy training, bilingual training, attainment of certificates of high school equivalency, job sampling, and institutional and on-the-job training in basic and job skills.

1978 Middle Income Student Assistance Act, modifying provisions for student financial assistance programs to allow middle income postsecondary students to qualify for Federal assistance.

1979 Department of Education Organization Act, establishing an independent United States Department of Education.

1981 Omnibus Reconciliation Act, reducing funding levels for education programs and creating the Education Consolidation and Improvement Act which consolidated nearly 30 elementary and secondary education programs into a single block.

1982 Job Training Partnership Act, providing education for employment opportunities to unskilled youth and adults.

1984 Education for Economic Security Act, establishing programs to improve the quality of mathematics, science, and foreign language teaching and restoring some funding for Emergency School Aid Act activities.

1986 Drug-Free Schools and Communities Act of 1986, establishing programs for drug and alcohol abuse education and prevention.

Education of the Handicapped Amendments, extending services to preschool handicapped children with mandatory programs for three to five year-olds.

1988 Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988, reauthorizing and restructuring integral programs such as the Chapter 1 program for education of disadvantaged and at-risk youth.

1988 Omnibus Trade and Competitiveness Act of 1988, providing several new education programs targeted to improving our nation's competitiveness in the world economy, including measures to enhance the trasnfer of education and training knowledge and technology between sectors of the economy.

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